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THE UNIVERSITY OF HULL

**RATIONALE FOR THE PROVISION OF
STUDENT PERSONNEL SERVICES IN
MALAYSIAN UNIVERSITIES**

being a thesis submitted for the Degree of
Doctor of Philosophy

in the University of Hull

by

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ABSTRACT

This study attempts to examine the situational specific dynamics of the administration of Student Personnel Services in Malaysian Universities in response to the various issues raised in literature. Literature in the field of Student Personnel Services has tended to discuss mainly the importance of educational pursuit and student personal development as the main rationale for its provision. However, this study found that there are other various influential factors operating within a university environment which contribute to the creation and expansion of the services. Factors such as the origin of the university, the political, economic, social and cultural environment and legal requirement of the country contribute to the development of the services. This study, therefore strongly suggests a reconsideration of arrangement of the services provision to suit indigenous needs.

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LIST OF ABBREVIATIONS

ABIM	Angkatan Belia Islam Malaysia
AKTA	Akta Universiti dan Kolej Universiti
BMB	Barisan Mahasiswa Bersatu
CUS	Canadian Union of Students
GPMS	Gabungan Pelajar Melayu Semenanjung
IIEP	Ilalehwal Pelajar
IIU	International Islamic University
ITM	Institut Teknologi Mara
KOMSOMOL	An agency responsible to instill the value of Communist Party of Russia to young people
MPP	Majlis Perwakilan Pelajar
MTM	Majlis Tertinggi Mahasiswa
NC	Naib Canselor
NUAUS	National Union of Australian Students
NUS	National Union of Students (Britain)
PALAPES	Pasukan Latihan Pegawai Simpanan
PKPIM	Persatuan Kebangsaan Pelajar Islam Malaysia
PMIUPM	Persatuan Mahasiswa Islam Universiti Pertanian Malaysia
PMUPM	Persatuan Mahasiswa Universiti Pertanian Malaysia
PNEF	Federation Nationale des Etudiants de France
PSD	Public Service Department
SFS	Swedish Nationale Union of Students
TNC	Timbalan Naib Canselor

LIST OF ABBREVIATIONS

ABIM	Angkatan Bella Islam Malaysia
AKTA	Akta Unversiti dan Kolej Unversiti
BMB	Barisan Mahasiswa Bersatu
CUS	Canadian Union of Students
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IIEP	Italehwal Pelajar
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KOMSOMOL	An agency responsible to instil the value of Communist Party of Russia to young people
MPP	Majlis Perwakilan Pelajar
MTM	Majlis Tertinggi Mahasiswa
NC	Nalh Canselor
NUAUS	National Union of Australian Students
NUS	National Union of Students (Britain)
PALAPES	Pasukan Latihan Pegawai Simpanan
PKPIM	Persatuan Kebangsaan Pelajar Islam Malaysia
PMIUPM	Persatuan Mahasiswa Islam Unversiti Pertanian Malaysia
PMUPM	Persatuan Mahasiswa Universiti Pertanian Malaysia
PNEF	Federation Nationale des Etudiants de France
PSD	Public Service Department
SFS	Swedish Nationale Union of Students
TNC	Timbalan Nalh Canselor

UGEC	The Union Generale des Etudiants de Quebec
UIA	Universiti Islam Antarabangsa
UKM	Universiti Kebangsaan Malaysia
UM	Universiti Malaya
UNEF	Union of French Students
UPM	Universiti Pertanian Malaysia
USM	Universiti Sains Malaysia
UTM	Universiti Teknologi Malaysia
UUM	Universiti Utara Malaysia
VC	Vice Chancellor
VDS	The Verband Deutscher Studenten Shaften
ZENGAKUREN	Zen Ninon Gakusei Jidukai no Rengo

CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION TO THE RESEARCH

Historically, the organization of student affairs was treated as a subdivision of academic affairs within institutions of higher education (Mueller, 1961; Brown, 1989). However, it later developed very rapidly into a discipline in its own right, known as the field of Student Personnel Services. Begun as an effort aimed at providing facilities for learning at school, it later grew into an indispensable component of educational institution at all levels, including higher education. Scholars were attracted to carry out in-depth studies from various perspectives, and many research findings have been documented, especially in the United States of America. The services have grown in sophistication, and their development is widely accepted as having a strong association with the development of scholarship in universities.

Inevitably, to discuss this subject one needs to refer to American literature because the term 'Student Personnel Services' itself has been defined more in American literature than in others. This is not to say that the concept of Student Personnel Services is necessarily American in origin. The concepts of College and Hall of Residence, major components of what is today known as Student Personnel Services, have existed in the UK almost as long as its ancient Universities.

This study attempts to explore the rationale for the provision of Student Personnel Services in Malaysian Universities. Despite the increasing allocation of finance and manpower to such services, and the fact that this field is now offered as a topic for post-graduate specialization in some Malaysian Universities, there is still a shortage of literature. Such literature as is available on the theory and practice of this field, is exclusively derived from the West, especially the United States. This study therefore aims to provide some understanding of the provision of Student Personnel Services in Eastern countries, with particular reference to Malaysia.

Malaysia was chosen as the host country for the institutions to be investigated for three main reasons:

1. Malaysia was previously a British colony and its first University, University Malaya, was established when the country was still under colonization. The administration of the University then was completely British in both concept and operation, and it was staffed with British teachers and administrators. However, since Independence, various changes have been made to the educational system in Malaysia. It would therefore be interesting and useful to identify and comment upon the various changes, and to investigate how far the provision of Student Personnel Services in Malaysia has deviated from the British model.
2. Because America, today a fully developed and industrialized country, was also previously a British colony, it would be interesting to compare the American experience with that of a small developing country like Malaysia. In America, as in Malaysia, the first Universities emulated the British system. It was only later that the American Universities turned to the German university model. This research therefore seeks to find out whether what took place in America, from where theories in the field of Student Personnel Services were developed, was also experienced by Universities in a small developing country, Malaysia...
3. The researcher's personal experience of being a student in each of the three countries: Malaysia as an undergraduate, USA for his Master's Degree and United Kingdom for the present study has provided insight into the provision of Student Personnel Services in the three countries. This experience, together with more than a decade's experience as member of staff and Head of a Unit in the Student Affairs Department in a Malaysian University has facilitated the conduct of this research.

In considering the application of the Western theoretical foundation of the rationale for the provision of Student Personnel Services in Malaysian Universities there are two important elements, at least, to be taken into account, namely:

1. The past and present positions of the duplication of the British model in Malaysian Universities.
2. The political reality in Malaysia and its relation to Higher Education.

Almost all literature on Student Personnel Services suggests that such provision of the services is essential in the implementation of educational philosophy. However, because it has also often been said in the literature that the creation or formalization of Student Personnel Services in the West was not the result of efforts by University educationalists, the researcher suspects there may be some other rationale for its provision other than purely educational considerations. This reservation warrants a reconsideration of the rationale for the provision of the services.

Considering all these factors, a re-examination of the nature and rationale of the provision of Student Personnel Services in Malaysian Universities, after more than thirty years of Malaysian independence, is now very timely. In trying to examine the nature and rationale of the provision of Student Personnel Services in Malaysian universities, the Western Model, especially the British as to the nature of its birth and the American as to the nature of its expansion, is used as the framework of the discussion.

1.2 STATEMENT OF RESEARCH PROBLEMS

The main questions to be investigated are:

1. Why was the Student Personnel Services Administration created in Universities in Malaysia?
2. What factors influenced its expansion?
3. What are the assumptions and theoretical base underlying service provision?

Related to these main issues are several subsidiary questions which this investigation will also attempt to address. They are as follows:

1. What are the goals of the service?
2. What are the operational instruments - the manpower and the administrative structure - used to achieve its aims? Is any other option being considered?
3. What are the long and short-term activities of that administrative division? Have the services' activities changed in line with its objectives?
4. Whom does the service serve?
5. What is the impact of the service on the target clients?

Answers to these questions are based mainly on the analysis of primary data collected through a case study conducted in one University in Malaysia. However, to provide insight into the general character of Student Personnel Services in Universities in Malaysia at large, use is also made of data obtained by examination of documents, and in interviews with personnel of various Universities in the country.

1.3 FOCUS OF THE STUDY

This study examines the various assumptions with regard to reasons for the creation of Student Personnel Services in the context of Malaysian Universities. Universiti Pertanian Malaysia is used as a case study, whereby an examination of the rationale is based on several aspects of the University, in general, and Student Personnel Services, in particular, including:

1. Its origin, development and organizational structure.
2. Social and cultural composition of students.
3. The perceptions of the staff in the Student Personnel Division (the service provider) and the students (the receiver).

1.4 SIGNIFICANCE OF THE STUDY.

University education in Malaysia originated from the Colonial British effort in the region. In fact, the first Malaysian University, University Malaya, was originally intended to be a University College of the University of London. In the pre-independence era, the University was heavily staffed with British teachers. Under these circumstances, it is expected that the British academic and administrative model of the University, including Student Personnel Services administration must have been imported *in toto*.

However, Malaysia is today an independent country, free to choose whatever model of University administration suits its local needs. With modern communication technology, it could be anticipated that the administration of Universities in Malaysia must also have been influenced by the style of University administration of other countries. Local factors such as politics, culture, social, economy, and law within the university in particular and within the country in general, will also strongly influence universities' policy on the provision of Student Personnel Services. It will be interesting to discover whether the Malaysian service has continued to follow the British trend; whether the philosophy underlying its provision remains similar to that of British Universities; what external or internal elements, if any, influence the nature of the provision; and whether Student Personnel Service in Malaysia have yet been tailored to local needs.

The assumptions of this study are as follows:

1. Western Universities' models of Student Personnel Services administration are present in Universities in a developing country, Malaysia.
3. There are significant local factors that have contributed to the creation, expansion and unique features of the service in Malaysia.
4. Indigenization is taking place in University administrations in Malaysia including the Student Personnel Services administration.

Literature in the field of Student Personnel Services has tended to discuss mainly the importance of educational pursuit and student personal development as the main rationale for its provision. However, looking from a wider perspective, it appears that there may be other influential factors in the university environment which contribute to the creation and expansion of the services. How are these factors operating within a university? The findings of the study are expected to be useful to University policy makers, scholars, researchers and Student Personnel Services practitioners the world over.

1.5 RESEARCH METHODOLOGY

The main concern of this study is to generate insight into provision of Student Personnel Services in Malaysia, and reveal how they were created and expanded. There are various research methodologies which could be employed to address this issue. At least two options are considered, i.e. survey and experimental methodologies. However, there are several constraints to the application of these methodologies in this study. These constraints include the following:

1. To date, there is no research that has analysed the various basic documents of Student Personnel Services in Universities in Malaysia. Thus any research design that takes survey or experimental form will most probably be constructed on a weak foundation.

2. Given the time constraint in conducting this research, and the lack of literature on Student Personnel Services in Malaysia, it is difficult to identify and control variables that may influence university policy.
3. In the absence of a thorough analysis of the various basic documents in the administration of Student Personnel Services, from its establishment until present, research in this area (e.g. Shamsuri, 1981) tends to blindly duplicate the model prescribed by the Western institution especially those of the United States.
4. The history of the origin and development of Student Personnel Services in Malaysia has yet to be documented; therefore researchers will find it hard to lay the foundation for experimental or survey design research.
5. In the absence of a comprehensive analysis of the various documents related to the origin and development of Student Personnel Services in Malaysia, educators, researchers, students and practitioners in this field will have no sense of its local history. Therefore, the current practice and curriculum of Student Personnel Services in Malaysia duplicate the United States' model. All the theories and concepts are imported, taught and used in their original forms¹.
6. The need to recognize cross-cultural differences in the service-providing professions is seldom argued. In this respect, an attempt to describe Student Personnel Services provision in Malaysia should take into account the need to understand it in its environmental context.
7. A survey research or an experimental design research may be able to pick a specific issue within Student Personnel Services for investigation but in the absence of a general perspective of factors underlying its provision, the research contribution, at this stage, would be rather limited.

¹ Student Personnel Services is now offered as a field of study at Bachelor's, Master's and Doctoral level in at least three Universities in Malaysia: 1. Faculty of Educational Studies, Universiti Pertanian Malaysia; 2. Department of Psychology, Universiti Kebangsaan Malaysia, and; 3. School of Education, Universiti Sains Malaysia.

Considering the above constraints, the most viable option method left seems to be descriptive and case study methods. The findings of the documentary analysis and case study research are felt to be more contributive to the body of universal knowledge at present and the practice of Student Personnel Services in the country in particular.

1.5.1 Descriptive Method

Descriptive methods used in this research consist of (a) Historical method and (b) Documentary analysis.

1.5.1.1 Historical method

Historical research is employed to establish facts and a greater understanding of the present situation of Student Personnel Services in Malaysia. From this evidence the future may also be predicted. Events are examined in relation to a particular time and place.

Literature has indicated that the strength of this type of descriptive method includes the following:

1. There is no need of control or treatment, which sometime may be artificial, of research subjects as is found in experimental method.
2. It is not generally geared towards hypothesis testing or theory verification. Instead it is directed towards generating a theory.
3. It is independent of investigator's selective process.

1.5.1.2 Documentary analysis

There are two types of University documents to be analysed, namely primary documents and secondary documents. Primary documents are basically the testimony of eye-witnesses. Literature ranks primary documents in order of reliability as follows:

1. First order, which is most credible. Documents of this category include instruction and command.
2. Second order, which preserves not only what was said but also how it was said. They include verbatim records of meetings and tape recording.
3. Third order, where penalties will be imposed for false statements. They are normally prepared by experts, such as business and legal papers and official statistics.

Secondary documents are documents written after the event which often include impressions, and may also include justification for certain actions. Their reliability, therefore, is less than that of the primary documents. Secondary documents include:

1. Official histories, which are often not impartial.
2. Newspapers, which are usually sensational in nature. However, newspapers could sometimes be classed as primary documents.
3. Speeches.
4. Pamphlets.
5. Letters.
6. Reports of previous investigators in the same or a related field.

1.5.2 Case Study

The case study was carried out in one University in Malaysia namely Universiti Pertanian Malaysia. Both historical and documentary analysis, were used in this context. The case study is generally defined as an intensive investigation of one individual or one single small social unit such as a family, a club, an institution or a gang. Adelman et al (1977, cited Nisbet & Watt, 1984) define case study as 'an umbrella term for a family of research methods having in common the decision to focus an inquiry round an instance' (p.74). Nisbet and Watt (1984) remark that a case study is a systematic investigation of a specific instance.

In a case study, the research question has always been what and how things change: the present state, past experience, the environment and how these factors relate to one another. The attempt has always been directed towards understanding the subject in the totality of its environment. As such, it provides the researcher an opportunity to develop an insight into the basic aspect of organizational behaviour.

While conducting the case study, interviews and focus group discussions were conducted in order to verify, elaborate and extend the clarity of documentary evidence. The interviews and group discussions were unstructured, using counselling communication skills of information gathering such as probing, paraphrasing, reflecting the content as well as the feelings, open and closed questioning, and summarising. The categories of respondents were as follows:

1. Policy Makers:
The Deputy Vice Chancellors and Principals of Residential Colleges.
2. Implementors:
The Deputy Registrar and the Various Heads of Unit in the Student Affairs Division,
3. Clients:
Mainly student leaders.
4. Personalities within and outside the University who had been involved in the provision of Student Personnel Services.

1.5.3 Method of Analysis

There were four types of data to be analysed, namely:

1. The various University documents.
 2. Results of interviews with members of staff of the UPM and other Universities.
 3. Results of focus group discussions with the various leaders of student groups.
- The results of the three-month observation of the social life of students on UPM campus.

While most of the related documents gathered were analysed using the descriptive method, content analysis was used for three types of important documents, namely:

1. Minutes of the Meetings of the Secretariat of the Deputy Vice-Chancellors of all Universities in Malaysia for the period between 1975 to 1991.
2. Minutes of the Meetings of the Board of Accommodation of the UPM for the period between 1973-1991.
3. Minutes of the meetings of the Board of Student Affairs of the UPM for the period between 1980-1990.

Initially, minutes of the three Boards' meetings were analysed qualitatively, in order to identify the major concerns of those boards. The meetings' agendas were then utilized (classified) under four major aspects of concern as follows:

1. Administrative issues
2. Student activities
3. Student discipline
4. Student welfare

The concerns of the various boards with regard to the administrative issues of the services included the welfare of the staff of the HEP such as the salary scheme, staff promotion, staff

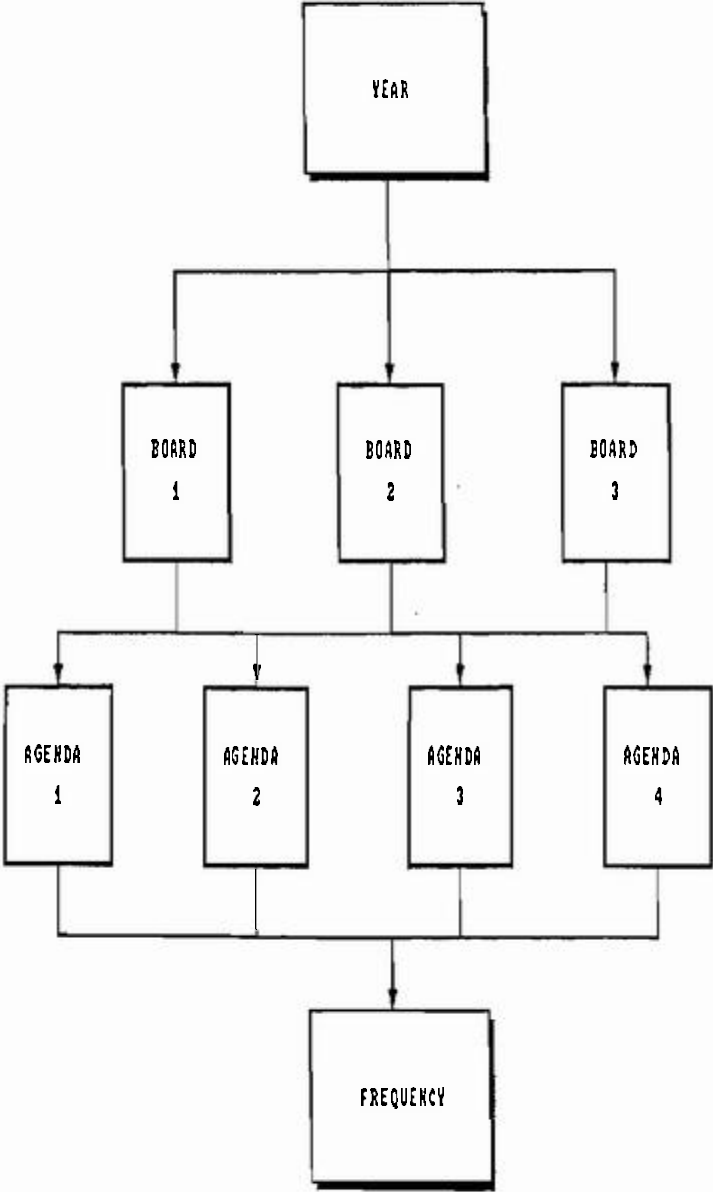
training, administrative facilities and so on. The content of agendas of the remaining three major concerns (student activities, student discipline and student welfare) were centred around issues on student affairs which directly affected students' lives on campus.

The number of meetings and the number of years that the various boards/secretariat were in operation were not similar, and so for the purpose of a comparative statistical analysis of the three boards/secretariat, the analysis confined to the years 1980 to 1989. The structure of the analysis is as shown in Figure 1.

Comparison was made between the perceptions of staff and the students of the provision of Student Personnel Services at the Universiti Pertanian Malaysia. These findings were triangulated with a statistical content analysis of the three major types of documents mentioned earlier.

Two computer statistical packages, MINITAB and SES, were used. Data gathered through all the four methods of enquiry were used to verify each other, leading to the development of models to identify the rationale for the provision of Student Personnel Services in Malaysian Universities. The models so developed were compared with the model of the rationale for the creation and expansion of the services developed out of the review of literature describing the provision of the services in Western Universities, especially in the USA.

FIGURE 1
STRUCTURE OF ANALYSIS



1.6 ORGANIZATION OF THE THESIS

Chapter Two of this study presents more detailed discussion with regard to the definition, history, philosophy and comments on the provision of Student Personnel Services found in the literature. Consideration for its provision is then discussed in the context of Malaysian universities.

In order to provide a broad picture of the position of Student Personnel Services in Malaysian universities, the organization of Malaysian Universities is discussed in Chapter Three. University organization is looked at from the angle of its close relationships with the government. It provides a basic understanding of how the present form of Student Personnel Services in Malaysian Universities were instituted. Chapter Four presents some data on student population, their way of life, the variety of their backgrounds and the development of student political culture. This information is discussed in the context of students' needs for the service provision.

Chapters Five and Six represent the perceptions of the service provider and the user of the Student Personnel Services. Answers to the research questions set-forth in this Chapter (Chapter One) are presented in Chapter Seven which also includes discussions on the various findings in the light of the various relevant theories, following which conclusions were drawn in Chapter Eight. Some models of the service devised by the researcher based on the findings of this study are offered in this Chapter. Chapter Eight also includes suggestions for further research and proposals for the application of the findings to Student Personnel practice.

CHAPTER TWO THEORETICAL FOUNDATION

2.1 INTRODUCTION TO THE DISCIPLINE OF STUDENT PERSONNEL SERVICES

Personnel work has been presented as an applied social science with its roots in psychology and sociology (Mueller, 1961), though as it has developed, it has also adopted various other disciplines, such as anthropology, economics, management and more recently, law. 'With only half a century of formal history it is counted as a young science, and is therefore ambitious and restless, accumulating its concepts and methods with more imagination than reason, more experimentation than reflection' (Mueller, 1961, p.viii). The rapid development of knowledge has been reflected in the development of Student Personnel work in practice.

Student Personnel Services is a broad area incorporating various services provided to students by educational institutions at all levels, from primary school to higher education. What began as a largely operational service, outside the institutional curriculum, to help students, has developed into an academic discipline and a professional field. As an academic discipline, it is now taught in universities, especially in the United States, as a specialized area at both undergraduate and postgraduate levels. Wrenn (cited in Mueller, 1961) said that during the first half of the 20th century, Student Personnel workers became professionally self-conscious. Personnel involved in this field organized themselves under professional organizations established for the benefit of their members and their clients, standards have been set, and a considerable amount of researches has been conducted by practitioners and academics.

In America, historically, the concept of Student Personnel Services began with the appointment of a Registrar to assist in the management of student admission and records, and developed when a lady warden was appointed to protect women students, who were admitted on a co-educational basis at Oberlin in 1837 (Mueller, 1961). Physical exercise instructors were among the first officials to be appointed to look after students' health. The first Dean of Students

was appointed at Harvard in about 1880 and the first Deans of Women appointed at Chicago and at Oberlin, also in about 1890. They were claimed to be the first few personnel administrators in Higher Education in America.

By the 1920s and 1930s, the Guidance and Personnel movement was receiving increasing attention in America. The movement, which emphasized the need to 'humanize the educational environment' (Stubbin, 1973, p. 22), was very much influenced by Dewey's philosophy of 'general education' (1916, in Stubbin, 1973). The traditional concept of 'knowledge for the sake of knowledge' was felt no longer appropriate. The public received the new philosophy of general education enthusiastically and began to put pressure on higher education. Universities were forced to include the development of social responsibility and the preparation for a successful career within the realm of their obligations. Arbuckle (1953) felt that often, Student Personnel Services in College were:

'put into operation because of public pressure rather than because the administration of the College really believed that there was a need for them' (p.25).

Some academic staff even regarded this field as 'an unaccepted orphan' of education (Arbuckle, 1953).

When counsellors came onto the scene to complement the role of lecturers in advising students after World War I, the importance of Student Personnel work in American Universities was enhanced. The professionally self-conscious attitude of the Student Personnel worker at that time influenced its later development. The interpretation of learning and instruction was broadened to include learning in the student group, in halls of residence, in interviews and in personal budgeting. Referring to University education, Mueller (1961) said:

'Although the student's education is the heart and center of this life, his initiation begins long before his actual classroom experience. He must be admitted, classified, housed, fed, advised, and perhaps financed...and if his campus years are to fulfil their promise, no aspect of his college experience must be overlooked. His health, his manners, his leisure time, his social or marital adjustment, even his final placement must be considered (p. vii).

2.2 DEFINITION

In general, Student Personnel Services is described as the sector of activity and services (Packwood, 1977) provided to students.

One school of thought defines Student Personnel Services as an integral part of all institution of higher education, and the dividing line between the personnel services function and other college functions is not clear (Packwood, 1977). A college provides Student Personnel Services as soon as it admits a student:

'...all services provided to students by an institution are the province of the College Student Personnel work' (Packwood, 1977, p. xxiii).

Some College Student Personnel work may be performed by non-college Student Personnel workers. For example, there may be lecturers who provide counselling to students. Although some other services such as catering services were generally not considered to be functions of College Student Personnel Services (Packwood, 1977), they support the College Student Personnel programme and may be strongly related to College Student Personnel policies. Academic deans are academic administrators, but their decisions or policies influence College Student Personnel programmes (Packwood, 1977).

Arbuckle (1953) derives his definition of Student Personnel Services from the *Student Personnel Point of View* (1937, revised 1949), whereby he concludes that any service which aids in the implementation of the philosophy might logically be called a personnel service. With the introduction of the concept of total education, it is becoming increasingly difficult to differentiate between personnel and 'other' services.

'It may even be that non-personnel services will soon be limited to such activities as the care of buildings and grounds and the solution of the financial intricacies of university operation!' (Arbuckle, 1953, pp. 24-25).

The second school of thought defines Student Personnel Services as 'that aspect of the University's program which deals with phases of the students' life apart from subject-matter

instruction and business matters' (Williamson and Sarbin, 1940, p.1.). Miller, (1977) said that Student Personnel Services:

'...represents the components which go to make up the student affairs administrative subdivision responsible for coordinating and implementing the non-academic curriculum so essential to the development of the total student. These definitions dichotomise Student Personnel Services from other University functions (p. x.).

2.3 PHILOSOPHY

In the United States of America, the philosophy of Student Personnel Services is officially stated by the Committee on College Personnel of the American Council on Education. This statement is accepted as an important guide-line for service provision. The Student Personnel Point of View, published in 1937 and revised in 1949 (cited Arbuckle, 1953; Mueller, 1961) specified the philosophy of Student Personnel Services as follows:

1. The uniqueness of individuals is recognized.
2. Each individual must be treated as a functioning whole.
3. A Student Personnel program must be developed based on the individual's current drives, interests, and needs, that is appropriate for any particular campus.

Williamson and Sarbin (1940) maintain that the underlying assumptions that influence the provision of Student Personnel Services include the holistic philosophy of education, the philosophy of democracy that recognises the worth of every individual, the uniqueness and complexity of students' problems, students' need for professional assistance and the need to prevent problems.

These assumptions are in line with the American concept of democracy. The President's Commission on Higher Education statement, under the title, **Higher Education for American Democracy** (1947) remarked that:

The social role of education in a democratic society is at once to ensure equal liberty and equal opportunity to differing individuals and groups, and to enable the citizen to understand, appraise, and redirect forces, men, and events as these tend to strengthen or to weaken their liberties...The first goal of education for democracy is the full, rounded, and continuing development of the person. The discovery, training, and utilization of individual talents is of fundamental importance in a free society. To liberate and perfect the intrinsic powers of every citizen is the central purpose of democracy, and its furtherance of individual self realization is its greatest glory (cited Williamson, 1961, p.11).

It is then the belief of the Student Personnel worker that individual progress should not depend on accidents of time and circumstance. Personnel workers ought to be:

'aware of the groping character of man's search for knowledge and the consequent pitfalls and challenges for higher education' (Mueller, 1961, p.5).

A student must be viewed as a unique individual learner and as a human being who has his or her own worth and importance.

At the same time, it is also recognized that the individual student is a member of his or her society and 'a participant in his culture' (Mueller, 1961, pp. 11-12). It is within the society that an individual progresses, exercises his rights and makes good use of his opportunities. Society restricts as well as develops the individual (Mueller, 1961). It is, therefore, the function of education, to help man understand his own nature and the environment that surrounds him. So 'he may learn to exploit both himself and society to the fullest extent' (Mueller, 1961, p.12).

Thus, creation of a formal administration of Student Personnel Services in American Universities stemmed from the changing concept of education: from that of developing students' intellect only to developing the student as a total being.

The Student Personnel Point of View (1937, revised 1949) reflects this broader outlook:

The Student Personnel Point of View encompasses the student as a whole. The concept of education is broadened to include attention to the student's well-rounded development - physically, socially, emotionally and spiritually, as well as intellectually. The student is thought of as a responsible participant in his own development and not a passive recipient of an imprinted economy, political, or religious doctrine, or vocational skill. As a responsible participant in the societal processes of our American democracy, his full and balanced maturity is viewed as a major end-goal of education, and as well, a necessary means to the fullest development of his fellow-citizen (cited Arbuckle, 1953, p.22).

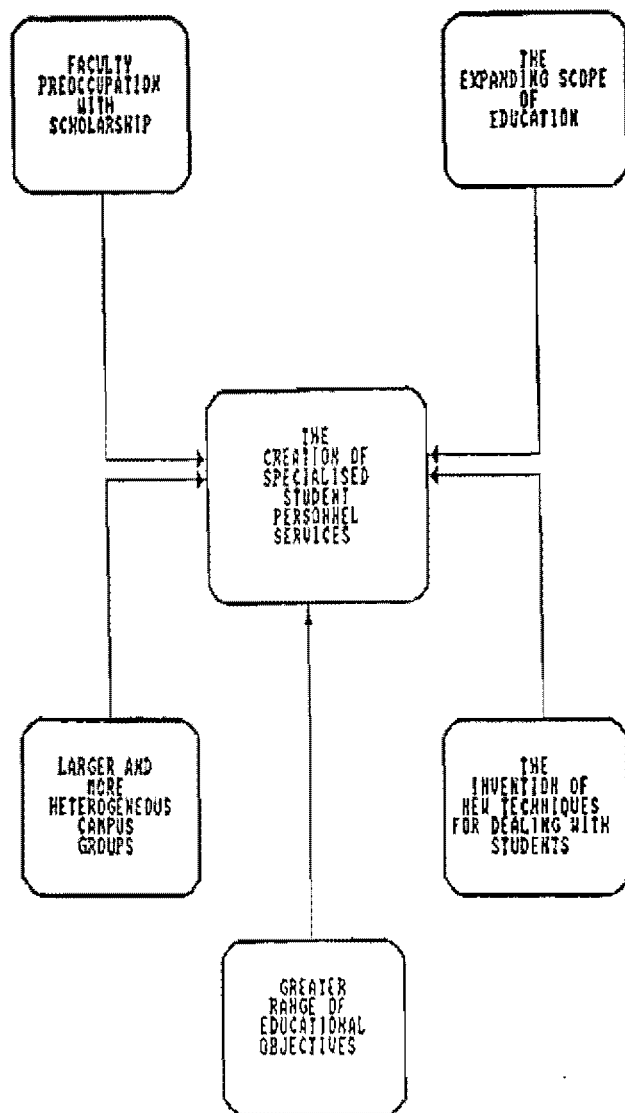
Mueller's (1961) opinion of the rationale for the provision of Student Personnel Services in American Universities can be summarized as in Figure 2.

The rationale depicted in Figure 2 reflects a number of issues centred around the choice of educational approach by which the graduating students would be benefited most. Basically, there are two major schools of thought that underline the practice towards the attainment of the philosophy of Student Personnel Services in the University. They are as follows:

1. The continuum of teaching and personnel work.
2. The dichotomy of teaching and personnel work.

The first school of thought believes that both teaching and personnel functions of the University can be carried out by the academic staff. Organisationally, both functions should be housed under the same roof. The second school of thought believes that each function should be performed separately; specialization is allowed, and, in fact, necessary. In the early days of the history of the University, especially in England, the first view predominated. One reason for the change to the second view, especially in the USA, is said to be the fact that student groups are no longer homogeneous. The heterogeneity of the student groups demands different kinds of treatment, in turn justifying the provision of a specialized service.

FIGURE 2
MODEL OF THE RATIONALE FOR THE PROVISION OF STUDENT PERSONNEL SERVICES



Source: Devised by the researcher based on information in Mueller (1961)

Interestingly, there was a trend in the late 1970s and early 1980s towards the re-emergence of the earlier school of thought. Moore (1980) writes that with the growing interest in student development at college, there is a strong need for integration of Student Personnel work with academic interest. This change is seen as necessary in order to recover the lost partnership between the administrator, student and academic staff (Moore, 1980) However, the old trend did not re-emerge in its original form, where the educational establishment acted '*in loco parentis*'.

Instead, the emphasis is now more on the cooperation between University teachers and personnel workers for the development of students according to their individual needs.

2.4 GOALS AND OBJECTIVES OF STUDENT PERSONNEL SERVICES

Referring to United States' universities, Mueller (1961) said that even though each individual university administration in America is free to choose its own goals, the educational profession cannot easily escape its obligations. Mueller (1961) believes that education is not an end in itself, but exists only for the benefit of society. Hence, one of its duties is to maintain the balance in educational development that the society requires. In trying to respond to this philosophy of university education, Mueller (1961) raises a pertinent question: 'Who has the ultimate authority to decide what shall be the goals of higher education and which goal deserves the strongest emphasis?' (p.20). Lieberman's (1956, cited Mueller, 1961) opinion was that:

If we are to preserve our democratic institutions in an age characterized by highly specialized knowledge and by expert authority concerning matters of survival for entire societies as well as for individuals, it is essential that our people achieve a better understanding of the function, rights, privileges and responsibilities of expert groups generally. Otherwise, there is very little hope that we will ever cease shuttling from the one extreme of attempting to decide every question by counting noses, to the equally irrational extreme of leaving all fundamental questions of policy and purpose up to the 'experts' (p.21-22).

Thus, Mueller (1961) concluded that the task of making decisions for higher education should be shared between two groups:

1. The public, including the student, the parent, the industrialist, the businessman, the tax-payer, the legislator, the employer; and
2. The expert whose members may be limited to only the academicians in the universities.

The question as to who should decide the direction of Higher Education will determine the goals or objectives of Student Personnel Services provision. Will they be organised based on criteria set by society at large, or those set by the experts i.e the academicians in the university? Or, can both forces be combined in such a way that the needs of the society are transmitted into the University through its various external relations functions, and the experts within the University innovate? Unless Student Personnel work contributes fundamentally to the central roles of higher education - transmission and innovation - it has no place in the scheme of things (Mueller, 1961). In this respect, the objectives of Student Personnel work should include the following:

1. Preserving, transmitting, and enriching the culture,
2. Developing all aspects of the students' personality,
3. Training for citizenship,
4. Training for leadership (Mueller, 1961).

In a democratic society, the objective of higher education should include:

1. the welfare of the student and,
2. the progress of the society in which he lives.

Taking all the above into consideration, the objective of Student Personnel Services should be:

...to assist in the alleviation of those conditions which interfere with students' development; to assist in increasing the effectiveness of the university's institutional program; and to facilitate students' progress toward intellectual, social, moral, and emotional maturity (Parker, 1977, p.xviii).

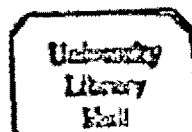
The American Council on Education in its Revised Edition of The Student Personnel Point of View (cited in Arbuckle, 1953, p.13) spelled out in greater detail the basic objectives of Student Personnel work:

1. The student achieves orientation to his college environment.
2. The student succeeds in his studies.
3. He finds satisfactory living facilities.
4. The student achieves a sense of belonging to the college.
5. The student learns balanced use of his physical capacities.
7. The student progressively understands himself.
8. The student understands and uses his emotions.
9. The student develops lively and significant interests.
10. The student achieves understanding and control of his financial resources.
11. The student progresses toward appropriate vocational goals.
12. The student develops individuality and responsibility.
13. The student discovers ethical and spiritual meaning in life.
14. The student learns to live with others.
15. The student progresses toward satisfying and socially acceptable sexual adjustment.
16. The student prepares for satisfying, constructive post college activity.

2.5 SECTORAL PROVISION ACCORDING TO THE USA PRACTICE

The American Council's Committee on the Administration of Student Personnel Work (Feder, 1958 cited Mueller, 1961, p.57) prescribed the sectoral provision in detail as follows:

1. Selection for Admission
2. Registration and Records
3. Counselling
4. Health Services
5. Housing and Food Services
6. Student Activities
7. Financial Aid
8. Placement
9. Discipline
10. Special Clinics:
 - 10.1 Remedial Reading
 - 10.2 Study Habits
 - 10.3 Speech and Hearing
11. Special Service:
 - 11.1 Student Orientation
 - 11.2 Veteran Advisory Services
 - 11.3 Foreign Students Programme
 - 11.4 Marriage Counselling
 - 11.5 Religious Activities and Counselling



Arbuckle (1963) opines that the sectoral services provision in the Student Personnel Services should include:

Admission, orientation, counselling, occupations, health, student aid, religion, housing and dining, student activities and teaching (p.24)

2.6 FACTORS INFLUENCING THE PROVISION OF THE SERVICES

Once the philosophy, goals and objectives of Student Personnel Services are determined, there follows its organization, function and activities. In determining the types of Student Personnel Services provided by a University, several factors need to be taken into consideration, as follows:

2.6.1 The nature of the institution

According to Packwood (1977), service will be influenced by:

1. the size of student body;
2. the type of the institution, the kind and needs of its students, the institution's educational philosophy, tradition and purpose;
4. geographical location;
5. the mix of commuter versus resident students and younger versus older students;
6. the degree of support from administrators, faculty (university teachers), students, parents, alumni and the community.

2.6.2 The Traditional Role of the University as *In Loco Parentis*

Although there have been attempts to define the University/student relationship using theories of contract, landowner liability, guest and host, consumerism *et cetera*, the dominance of the concept of *in loco parentis* in the rationale for the provision of Student Personnel Services remains.

Under the doctrine of *in loco parentis*, which can be traced back to English Common Law (Harm, 1970, cited Hendrickson and Gibbs, 1986) the university stands in the place of the parents, having all the powers of the parent delegated to it (Holland, 1969) and therefore the principal determiner of the educational environment has been made in response to challenges to this concept. In the USA, for example, in the case of *Gott v Berea College* the Court declared that:

'College authorities stand *in loco parentis* concerning the physical and moral welfare and mental training of pupils and we are unable to see why, to that end, they may not make any rules or regulations for the government or betterment of their pupils that a parents could for the same purpose' (cited in Clark and Scheuermann, 1987, p.7.).

As late as 1976 in the USA, the doctrine was found to describe the relationship between student and institution (Conrath, 1976, cited Hendrickson & Gibbs, 1986).

In England, Holland (1969) is sceptical about the applicability of *in loco parentis* in educational institutions. He says:

The extent of powers of a parent over a child is debatable because of the lack of judicial authority. Textbooks on the law of tort state that there are no traceable cases in which children have sued their parents for assault, false imprisonment and so on, and the parents alleged by way of defence the powers of parental control (p.67).

Salmon (1969, cited Holland, 1969) stated that 'the father has the right to custody and control of his children until they are twenty-one, and may beat or imprison them by way of punishment so long as he acts reasonably' (p.67).

This raised the question of 'what is reasonable' with regard to parent's authority over children. Moreover, Street (1968, cited Holland, 1969) argued that if the power of school under the doctrine of *in loco parentis* is derived from delegation by parent, 'the parents' instruction would override the school's rules' (p.68) which is not the case. 'If it is doubtful a school is *in loco parentis*', Holland (1969) argued further, 'it obviously must be even more doubtful in the case of a university' (p.68). Farrington (1990) concluded that in British Universities:

The status of universities as in some way similar to school *in loco parentis* (if such a concept ever existed) was finally extinguished with the lowering of the age of majority from 21 to 18 by the Family Law Reform Act 1961 (p.76).

Although in 1960s (the so-called 'students cultural revolution'), *in loco parentis* was regarded as outdated, in the 1980s it re-emerged as students began to demand that colleges, similarly to their parents, 'get them jobs, provide them with tuition assistance and establish their careers' (Szablewics and Gibbs, 1987, p.453). Moreover, for students direct from school, University education is just a continuation of school life. Hence, the relationship between student and the University is expected to be not very different from that in school. University, like school, is expected to exercise a supervisory role over its students as an extension of parental authority. In place of the parent, the University is the '*de facto* and *de jure* guardian of students' health, welfare, safety and morals' (Szablewics and Gibbs, 1987, p.453).

In England, Ashby (1970) pointed that, the statutes of Clare College, University of Cambridge 'declare that the tutor is *in loco parentis* and the student is *in statu pupillari*' (p.13). He further commented that British Universities have been recognized as practising a paternalistic approach in dealing with their students. Although the legal and formal concept of *in loco parentis* has been formally rejected in British campuses, the 'spirit' of parental authority prevails as an important value of the society (Szablewicz and Gibbs, 1987) which justifies the creation and expansion of Student Personnel Services in Universities.

2.6.3 Legal considerations

Legal cases involving students and educational institutions are no longer of interest only to legal scholars and practitioners, but have been interpreted by scholars and education administrators to explain the nature of the university/students relationship.

Most research on legal aspects of University administration, to date, have been carried out in the United States of America. Although there are a number of decisions based on English law, they have not, until recently, been reported as extensively and as in as much detail as those found in the USA. In Britain, this matter was 'taken for granted and not much written about in a systematic way' (Lord Chorley, 1963, cited in Bridge, 1970). In fact, Henderson and Mattison (1990) said that in Great Britain, legally or statutorily, the term 'university' itself is not yet adequately defined. The only British legal case to consider this issue is *St. David's College, Lampeter v. Minister of Education* (1951), where Justice Vaisey (1951) said:

In my judgment, the word 'university' is not a word of art, and although one can identify a university when we sees it, it is perhaps not easy to define it in precise and accurate language (139 [1951] 1 All E.R.559,p.372).

In an article entitled *The Student and the Law*, Holland (1969) wrote:

If some years ago I had offered to give a lecture in the Current Legal Problem series on the subject of the relationship between students and universities, I should almost certainly have been told that this was not a problem, was far from being law and was most assuredly not current (p.61).

So dramatic has been the development of legal issue in higher education in the USA that in the period between 1972 to 1985, the number of institutions employing in-house counsel was doubled. The membership of the National Association of College and University Attorney whose attendance in their first Annual Conference in 1961 was fewer than fifty, had risen to 1,200 campuses in the USA and Canada by 1985 (Kaplin, 1985). Kaplin (1985) says that 'the last quarter century has witnessed an enormous expansion in the law's presence on America's campuses ... law has become an indispensable component of decision making' (p.269).

In England, in the 1960s, the continuous breakdown of law and order in some universities, such as in Leicester, Hull, Leeds, Essex and the London School of Economics, the issue of university-student relationship began to attract the attention of British legal writers (Holland, 1969). Bridge (1970) wrote:

The present unrest in the universities has initiated a debate in the courts and in the legal journals which seems likely to continue for some time to come. The recent decision in *R. v Aston University Senate* has caused much fluttering in academic dovecotes and a widespread feeling of discontent has prompted a considerable amount of self-examination and consequent reform within the universities (p.531).

It began to be recognized that:

... the student-university relationship - the rights and responsibilities of both - depend upon law. The lawyer is concerned to see what the law has to say about the rights and duties of the student in relation to the institution in which he enrolls (Holland, 1969, p.61).

Universities were also advised to adopt several approaches or models to prevent or minimize the incidence of the university being brought into court. Hyde (1985), for instance, suggests four basic steps, for what she termed as a preventive law approach, to be adopted by universities. The steps are:

1. Anticipating legal challenges,
2. Evaluating the legal merit of the challenges,
3. Considering policy issues raised by the challenges and,
4. Modifying policy in response to the first three steps.

Tice (1976) asserted the importance of guide-lines for campus relationships, governance patterns, student affairs procedures, student discipline, policy formulation, decision-making skills, campus judiciary system, substantive rights areas, involvement with the courts, lobbying, routes to effective student participation, and conflict-utilization skill.

Barr (1986) reminded officers in charge of university student unions that they should always know the relevant institutional rules, policies, written guide-lines, and their authority to act; inform the participants of the risks involved in sponsored activities; think in terms of potential negligence; act reasonably, and be informed and seek legal advice as necessary. This is to protect themselves from being sued on the basis of personal, rather than institutional liability.

Greanleaf (1985) suggested that lawyers and non-lawyers in academic institutions as well as judges, legislators and citizens need to be aware of the limits and effects of the law's involvement with academic institutions. She also asserted that the ecology of the educational setting can either be disrupted by a lack of appreciation of the nature and practices of institution, or it can be enhanced as the law helps individuals to recognize and maintain activities that are productive and rewarding.

In this context, the creation and expansion of Student Personnel Services is related to the need of Universities to maintain good relationships with students, to avoid or minimize legal conflicts between the institution and the students, either as individuals or as a group.

2.6.4 Socio-cultural requirements

Von-Destinon (1989) notes the need for consideration of students' parental backgrounds in relation to provision of Student Personnel Services. In his research on Hispanic students' successes in America he found a need to involve parents in students' education and for education on the meaning and availability of financial aid. It was also found in the USA that most parents of minority students are blue collar workers and most college females have the double burden of schoolwork and pressure to marry or work while attending school (Von-Destinon, 1989). Referring to the black minority in college in Florida, Summer (1990) suggests that entering minority freshmen should be given an intensive orientation to support services (Summer, 1990).

Students' culture sometimes conflicts with the educational objectives of the institution of higher learning. The Student Personnel officer is expected to confront this conflict. Some of the areas under the responsibility of the Student Personnel Services from this perspective should include:

1. alcohol and drug education,
2. sexuality,
3. academic integrity,
4. racism and sexism and
5. volunteerism.

These aspects of services are particularly important to freshmen, who are struggling to establish independence, make friends, and master a new environment. Dalton (1987) said that if Student Personnel professionals want to make an impact on college culture they must research student culture and plan a connection between curriculum, teaching, and student life. Student affairs professionals should have an influence over the students' peer culture (Dalton, 1987). McIntire (1989) advocates the development of a strong college student leadership programme.

2.6.5 Economy of resources

Cordero (1991) has expressed concern about the possible duplication of effort in the delivery of student services if there is no proper coordination of efforts among campus programmes. To avoid this, information is needed on the history, purpose, target population, eligibility criteria, services, number of students being served and funding of the services programmes.

2.6.6 The need to integrate academic affairs and Student Personnel Services

Schein (1985) maintains that there is a strong need to integrate academic advising into the residential setting. The friendly informal setting of college or residential hall provides a good atmosphere for discussion and information exchange. Important features of this setting include:

1. There is continuous contact between residence hall staff and students.
2. Residential staff know students individually.
3. There is a good communication network at residential hall.
4. Residential staff can identify students' problems earlier than can other departments in the college.
5. Students understand that the residential staff care for them.
6. Most often students talk about their psycho-social rather than their intellectual development in their first two years of college life.
7. An accessible and informal atmosphere is provided in the hall.
8. Immediate feedback is expected owing to the good communication network at hall (Schein, 1985).

In the University of Wyoming, the creation of an Academic Deans/Student Affairs Advisory Council (AD/SAAC) has improved the decision making and cooperation between the Academic and Student Affairs Divisions (Nutter and Hurst, 1989).

Ardaiolo (1989) presents a case study that indicates that where the responsibility for administering scholastic progression and academic dismissal lies with the Dean of Students in the Department of Student Affairs, a unit of the Division of Student Affairs and Services managed by the Vice-President for Student Affairs, it fosters healthy relations between academic and student affairs administration.

2.6.7 The Needs of the future

The developments of the 1980s marked the beginning of an effort to identify priorities in the provision of the services. Calder (1984) surveying the opinions of senior Student Services Officers, College Presidents, and Student Council Leaders in Ontario on the emphasis of the future student services in Colleges, found that all three groups ranked student job placement (better known as appointment service in England) in first place. However, they disagreed as to the second priority. Student Services' personnel chose student counselling, College Presidents chose pre-college information and Student Council chose financial aid. In an earlier survey (Calder, 1983), senior Student Services' officers from 320 colleges indicated that in the next five years, vocational assessment, job search, learning assistance centre, work experience placement, and aptitude and interest testing were expected to be the aspects of Student Services receiving the greatest support.

2.7 UK PRACTICE

The existence of effective management of students' lives in Universities in England has long been well recognized. The tradition of the provisions of Residential Hall and College in British Universities as a deliberate effort on the part of British Universities to develop student characters, other than the intellectual development pursued in the classroom, is almost synonymous with the history of British Universities themselves². In fact, even until recently, the provision of Residential Halls in British Universities has been used as a very good defence to criticism on the rigidity of the British academic curriculum (Ashby, 1970), and very much envied by the American (Mueller, 1961, p.308),

²Mallet (1924) mentions that the first halls of residence for students were established in Oxford in 1314 with the help of Walter of Stapeldon, Bishop of Exeter. In Cambridge, the term used to refer to hall of residence was *hospicium*.

There existed in the early history of English universities special officers called *deans*, *proctors* or *beadles* responsible for student behaviour. Later, according to the Laudian Statutes, 1636, it was stated that the task of tutors was to look after the pupils' moral and learning or '*probis moribus imbuat, et in probatis authoribus instituat*' (cited Pantin, 1972, p. 38).

In 1887, in Scotland, legislation was introduced for the reform in Scottish Universities. Student Representative Councils set up a sub-committee aiming to influence the content of the bill. Their demand was to have greater representation in Universities' administration. In another document submitted to the commissioners for the revision of the bill, the SRCs 'asked for assured income for SRCs of a shilling per head raised by an increase in the matriculation fee' (Ashby, 1970, pp.30-31).

The Principal of St. Andrews University spoke of the role of students in moulding the new ordinances to make them beneficial (Ashby, 1970). Cooperation between students and university administration led to the formation of the Scottish Union of Students which, according to Ashby (1970), was the 'first national forum for corporate opinion among students in Britain' (p.32). The first English University to form a Students' Council was Liverpool (Ashby, 1970). Ashby (1970) recorded that after World War I, more Students' Council were established in civic universities.

The University of Birmingham was one of the earliest Universities to include in its Charter the recognition of student estate. The Charter says:

there shall be a Guild of Graduates of the University and a Guild of its Students each having representatives on the Court of Governors (cited Ashby, 1970, p.34).

The National Student Union of Britain came into being to meet the need for a body to represent British Students at the *Confederation internationale des etudiants*, which intended to affiliate all national students' unions of European countries, in Strasbourg in 1919 (Ashby, 1970). Ashby (1970) suggests that a turning-point in the history of the NUS was when its executive members were invited to dine with the Prime Minister at 10 Downing Street, in 1965. The British public perceived this as the government's recognition of the student estate, as a body whose

corporate opinion had to be reckoned with (Ashby, 1970).

From the 1960s, university students demanded more freedom, representation and facilities. Universities, for their part, perceived that, under the disguise of an 'act of responsibility', Student Personnel Services provision could safely be used by the university authority to monitor students' movements. Thus the door was wide open for the expansion of Student Personnel Services, particularly as the University authorities could no longer rely on academic staff to help maintain good institutional relationships with their students:

Academic authorities always regard matters of University-student relations as having nuisance value (Collier, 1964, p.391).

The Report of the Select Committee on Education and Science (1969) entitled 'Student Relations' was an important document describing in detail the status of the University-Student relationship in British Universities. This report identified the existence of two major groups of students with two different demands, namely:

1. Those who demanded a change in the philosophy of University education whereby the materialistic elements of University curriculum must be rejected.
2. Those who demanded more representation and more participation in University governance.

The Select Committee's Report (1969) also recognized, like the Robbins' Report (1963), the impact of university population on students' lives. In Lord Robbins' own words:

'... the mere size of many universities today is such as to breed unrest and uneasiness in the student body. The individual on a campus of many thousands of undergraduates is apt to feel lost and bewildered - a sort of spiritual agoraphobia' (Report of the Select Committee, 1968-69 p.39).

This feeling was similar to what was felt in the USA during the birth of the Guidance movement in the 1920s, referred to earlier.

2.8 DOMINANT CHARACTERISTICS OF THE LITERATURE

Literature on Student Personnel Services justifies the provision of Student Personnel Services for University students on the grounds that such services contribute not only to students' intellectual, but also to their personal development. The holistic philosophy of education which emphasises the development of the individual student as a whole seems to be generally accepted, though there are differences of opinion as to implementation.

While the management of Student Personnel Services in America is very centralized, with a hierarchical structure, in England it is integrated in the provision of residential halls and the provision of academic tutors, having a horizontal structure. In the colonial days, Universities in the United States, as expected, also followed the same tradition.

However, changes in the social environment, partly as the result of the industrial revolution, which affected traditional job patterns, created the so-called Guidance Movement in the United States of America. Public pressure for guidance services to be provided in schools and universities was initiated, not by educationists, but by what was known as the 'philanthropic enterprise'. Educational institutions were seen as having obligations beyond the classroom and students' graduation. This significant change in the direction of higher education marked the beginning of the formalization of the administration of services provided to students. Even in England, lately, Universities began to provide specialized services to their students more well known as the Student Support Services. They include Accommodation Services, Counselling Service, Sports Service and Health Service. Once the services were formalized, they grew very rapidly through several phases of development (see Figure 3).

FIGURE 3
PHASES OF THE DEVELOPMENT OF STUDENT PERSONNEL SERVICES

PHASES	EVENTS
Phase I	The creation of a specialized official post, within the University organization, with an assignment of looking after student services.
Phase II	Professional consciousness among student services officials, who began to establish their own professional society. A code of professional ethics was drafted and accepted as the guiding principle to practitioners. Specialization begun and sectoral provisions were created.
Phase III	The need for specialized training for student services personnel led to the creation of Student Personnel Services as a specialization of study at degree level, within the discipline of education.
Phase IV	Research into the area of Student Personnel Services began to flourish.
Phase V	Student Personnel workers demanded a bigger role in the university's functions and the participation of university teachers in student development programmes.

Source: Devised by researcher based on the review of the related literature.

2.9 CONSIDERATION OF US/UK PRACTICE AGAINST MALAYSIA

The literature discussed in previous sections provides some basis for an understanding of the provision of Student Personnel Services. This understanding is used to examine provision of similar services in Malaysian Universities.

The evolution of Student Welfare Services model, originating in the British University, into the American Student Personnel Services model, was later emulated by Universities in other countries the world over. In South East Asia, for example, in newly-independent nations like Indonesia, the Philippines, Thailand, including Malaysia, the influence of the American Higher Education system came together with various other economic and cultural imports. In the post-Independence era, Malaysia looked to the USA Universities for alternatives to the British, not only for training in advanced academic courses, but also for alternative administrative arrangements, including the Student Personnel Services administration.

2.9.1 Background consideration for the application of USA or UK Practice.

Lord Haldane (cited in Flexner, 1930, p.4) says, 'it is in universities that ... the soul of a people mirror itself'. In Asia, Universities are shaped mainly by two important factors, namely the foreign origin of their academic models and the process of indigenization (Altbach, 1989). A dynamic process of change is taking place in the development of Universities in this region. The nature and direction of changes differ from one country to another, according to political and cultural circumstances.

2.9.2 Duplication of Western Model

The types of Western models of Universities adopted in Asian countries are very much dependent on the relationship of the countries with their former Western colonial masters. The influence of the British in Malaysia and Singapore; the Dutch in Indonesia; the Spanish and the

Americans in the Philippines; and the French in Vietnam, is felt in the character of Asian Higher Education. Although Asian countries have their own scientific, intellectual and cultural activity or institutions, these countries' own great academic traditions have been overshadowed by Western academic models through colonization (Altbach, 1989).

'In Asia, as in other parts of the Third world, the impact of Western academic models and institutions has been significant from the beginning and it remains important even in the contemporary period ' (Altbach, 1989, p.9).

Altbach (1989) strongly feels that the use of Colonial language as the language of instruction and administration made it difficult for Asian Higher Education system to interact among themselves and hindered the process of integration of Asian Higher Institutions.

However, since Independence, some indigenization has taken place, at least in terms of the language of instruction in Universities. Malaysia, for example, has shifted from using English to using *Bahasa Melayu* or *Bahasa Malaysia*. The loosening ties between Colonial powers and their colonies after the latter's independence provides an opportunity for Universities in Asian countries to be exposed to various other models from the world over. Malaysian Universities began to expose themselves to models from America, Canada, Australia, France, Belgium and, of late, Japan, owing to the Government's 'Look East Policy' (during Mahathir's Prime Ministership). Exposure was brought about partly and indirectly, through diplomatic and economic cooperation. However, the most obvious way has been through the training of high-level manpower, urgently needed by Asian countries to generate, facilitate and implement development programmes. This new development has been very evident since World War II. Universities were created one after another. Indonesia, for example, had only one University in 1949 but in the 1970s it had not less than 322 colleges and Universities; the Philippines, which had about a dozen Universities before the war, by 1972 had over 400 universities.

The reasons for the rapid expansion of Universities in the Southeast Asian region could be due to:

1. A response to social demands such as the growth of the population, perception of the social rewards of higher education, the economic reward of higher education or purely 'love for learning' as the cultural values of the region.
2. A response to manpower need resulting from the expansion of job in industries and in the government sector (Keyes & Miller, 1974, p. 164).

In Malaysia, the demand for the expansion of higher educational opportunities resulted from the growing number of young citizens. Table 1 indicates the distribution of Malaysian population based on age. It is shown that more than fifty percent of the total population are under 25 years of age.

TABLE 1
MALAYSIA
THE DISTRIBUTION OF POPULATION ACCORDING TO AGE AS ESTIMATED IN 30TH
JUNE 1989 ('000) (TOTAL = 17,353,000)

AGE	14 and below	15-24	25-44	45-64	65+
NUM	6,431	3,477	4,710	2,058	677

Source: Monthly Statistical Bulletin (1990).
Malaysia: Department of Statistics.

The Malaysian government has always believed in education and training as prerequisites for national development. Accordingly, since Independence, the number of higher educational institutions and students has rocketed. There were a mere five hundred students in the only tertiary institution, University of Malaya, in the 1950s, this rose to more than one hundred thousand in the eighties, as indicated in Table 2.

TABLE 2
MALAYSIA
NUMBER OF STUDENTS IN TERTIARY EDUCATION IN THE YEARS 1980, 1987 AND
1988

Year	Number of Students
1980	57,650
1987	105,964
1988	108,091

Source: Adapted from Unesco,
Statistical Year-book, 1990.

Looking specifically at universities, Table 3 indicates the increase in student numbers from 1959 to 1972, reflecting the creation of four new universities: Universiti Sains Malaysia (1969), Universiti Kebangsaan Malaysia (1970), Universiti Pertanian Malaysia (1971) and Institute Teknologi Kebangsaan (later renamed Universiti Teknologi Malaysia, 1972).

This rapid development of higher education demanded a large number of qualified academic staff. As an answer to the problem, the government implemented a two-pronged programme: to import academic staff, naturally from various Western countries, and to send qualified local candidates to read for higher degrees, again, in Western Countries. In 1961, Malaysia had 2,487 students in foreign Higher Education - 40 percent of Malaysian total Higher Education student population of 6,233 (Unesco, cited Hayden 1961). In 1961, Malaysia had more students studying in Higher Education abroad, than any other Southeast Asian country (see Table 4).

TABLE 3
MALAYSIA
FULL-TIME STUDENTS IN UNIVERSITIES IN 1959-1972

Year	Enrolment	Year	Enrolment
1959	323	1966	3,603
1960	654	1967	4,560
1961	1,010	1968	4,560
1962	1,341	1968	5,566
1963	1,736	1970	8,219
1964	2,225	1971	9,845
1965	2,835	1972	10,968

Source: Mohamed Suffian bin Hashim³, 1974

³Mohamed Suffian bin Hashim (Tun) is the former Honourable Lord President of Malaysian Judicial System. At the time of his writing the paper, he was the Chief Justice of Malaya, Pro-Chancellor of the University of Malaya and the Chairman of the Malaysian Higher Education Advisory Council.

TABLE 4
SOUTHEAST ASIAN COUNTRIES
THE NUMBER OF THIRD LEVEL STUDENTS STUDYING ABROAD BY
COUNTRY IN 1961

Country	Number of Students
Malaysia	2,487
Vietnam	1,904
Philippines	1,861
Indonesia	1,556
Thailand	1,403
Cambodia	278
Laos (now Khmer)	116

Source: Adapted from Unesco, 1961 (cited Hayden, 1967).

2.9.3 Indigenization Process

Whereas, traditionally, the link between Malaysian Universities and Universities in England had been almost exclusive, development after Independence marked the beginning of the policy of diversification in selecting host countries where prospective academic staff, administrators and professionals could be further trained. This new direction was evident as early as 1961 (barely five years after Malaysian independence) as indicated by the figures in Table 5.

TABLE 5
DISTRIBUTION OF MALAYSIAN
TERTIARY LEVEL STUDENTS STUDYING ABROAD BY HOST COUNTRY IN 1961

Host Country	Number of Students
Australia	2,325
United Kingdom	303
U.S.A.	151
Japan	89
Other Countries	107
TOTAL	2,975

Source: Adapted from Unesco, 1962 cited Hayden, (1967).

In fact, now, the number of Malaysian students studying at tertiary level abroad is even greater and the host countries selected further diversified, as shown in Table 6. Table 6 indicates that the host countries with the most Malaysian students are English speaking countries: the U.S.A., Australia, United Kingdom, Canada and New Zealand. However, the 'Look East Policy' has had some effect on the figures as reflected in the increase in the number of students studying in Japan.

Explaining the inclusion of non-English speaking countries as host countries for overseas education, the Director General of Education, Malaysia said it was due to the high increase of tuition fees in Universities of Commonwealth and English-speaking countries. However, the government is now encouraging inter-university linkages in order to shorten students' period of study overseas, which will reduce costs to the Malaysian government and provide the opportunity for expansion in Malaysia on the part of the foreign universities (The New Straits Times, 1991).

The idea has been to draw on the best resources of knowledge and skills from all over the world, a policy which is pursued up to the present. As the Director General of Education, Malaysia, Abdul Rahman Arshad explained:

... even if our universities are sufficiently staffed, and our manpower needs are sufficiently met, we will still send students abroad because we know that knowledge becomes obsolete very fast and that knowledge multiplies much faster (The New Straits Times, 1991, p.9).

When Malaysian academic staff have completed their studies abroad, they bring back, not only the very specialised skills required by their sponsor, but also the political, cultural, social and administrative system and, more widely, textbooks of the host institution in which they studied. Consciously or unconsciously, 'the host country implants some of its cultural elements in the student ... and disseminates these elements to his home country upon his return' (Eide, 1970, p.168) and

the prestige of his host country ... may play a role. In this setting he will more easily serve as an 'opinion leader' (p.169).

Such influence has a great impact on the process of shaping the University model, including provision of Student Personnel Services.

'This phenomena is not peculiar to Asian countries alone, in fact, a highly developed country, USA, itself is said to have married the British collegiate idea with German research emphasis' (Altbach, 1989, p. 12).

TABLE 6
MALAYSIA
NUMBER OF THIRD LEVEL STUDENTS STUDYING ABROAD IN SELECTED
HOST COUNTRIES IN 1987/88

Host Country	Number of Students
U.S.A	14,021
Australia	7,270
United Kingdom	6,310
Canada	1,410
New Zealand	1,100
Japan	983
Ireland	284
France	164
Belgium	116
Saudi Arabia	71
Republic of Korea	57
Federal Rep. of Germany	49
Morocco	41
Philippines	34
Turkey	25
Kuwait	13
Jordan	11
Austria	9
Sweden	7
Switzerland	4
Holy See	3
Netherlands	2
Egypt	1
Yugoslavia	1

Source: Adapted of Unesco, Statistical Year-book, 1990⁴.

In Malaysia, the English language is the most important contributing factor to the issue of why the British, and later the American, models of Higher Education have continued to influence its higher education. Although *Bahasa Melayu* is widely used in Malaysian Higher Education today, English language is still a compulsory subject. This explains why a Muslim country like

⁴ The Table does not show the total number of Malaysian students studying abroad. There is, for example, a significant number of Malaysian students studying in Indonesia and India. In fact, Unesco (1990) recorded that in 1983 there were 3,687 Malaysian Third Level students studying in Singapore. However, the figure clearly shows the diversification of the selection of host countries.

Malaysia does not turn to the Middle East to model its Higher education from the old tradition of al-Azhar in Egypt. As yet, despite the so-called 'Islamic reawakening' in Malaysia, Arabic is not a compulsory subject in higher education. Western textbooks are still widely used, either in their original English editions or in their translated versions, therefore 'the rhythm of academic life is Western in origin and Western in feeling' (Albath, 1989 p.22).

However, in Southeast Asia as a whole the growing number of Higher Education Institutions has stimulated the general thinking of intellectuals of the region. It is being questioned:

... whether higher education in Southeast Asia is being expanded and developed in the proper direction; whether its current growth is healthy and justifiable; whether the existing structure and systems are the most appropriate for the new day and age, and whether planning and coordination are adequate and appropriate (Tapingkae, 1974, p.viii).

It was noted in the Proceedings of the Workshop on the Growth of Southeast Asian Universities, 1974 (Keyes and Miller, 1974, p. 165-167) that the consequence of the rapid expansion of Higher Education may include:

1. the deterioration of the quality of higher education;
2. that graduates may not always be best suited to manpower needs;
3. inefficient utilization of public resources;
4. creation of institutions whose enrolment sizes make them unmanageable;
5. the emergence of political activism among students.

Because Malaysian Universities are British in their origin, the model of Student Personnel Services and the rationale for their provision are expected to be similar to that found in the universities of its former Colonial master. However, though local nationalist intellectuals have questioned the wisdom of blindly following the British practice, the influence of other English-speaking-countries, especially United States of America is also growing. Malaysian students studying in American Universities outnumber those in British Universities (see Table 6), suggesting that the American influence in Malaysian Universities must now be stronger than the

British. Altbach (1989) said that:

'In Malaysia, the original elitist British university has been significantly modified to make it more relevant to local needs (p. 24)...the new universities that have been established are as much American as British in their organizational structure' (p. 25).

2.9.4 Political Reality in Malaysia

In Malaysia, political intervention in Higher Education seems to be unavoidable, considering the political reality of the nation. Table 7 indicates the multi-racial nature of Malaysian society. Although the indigenous group constitutes the majority of the Malaysian population, prior to the 'May 13th' racial riot, they were left behind in various aspects of life, *inter alia* Higher Education.

The government believes that the only way to cope with the racial problem within the nation is to restructure the society, to eliminate ethnicity as the basis of social class and economic status. Student unrest on the scale witnessed in the West in the sixties and early seventies would compromise the success rate of higher education, and hence the achievement of national plans in which much has been invested. Thus Student Personnel Services are seen as a vital tool to ensure that the rate of wastage (failure) in Higher Education is low.

The report of the Committee appointed by the National Operation Council to study campus life of students at the University of Malaya, 1970 recommended that the university should:

1. decide and state clearly that its policy is to ensure as far as possible that the ethnic composition of the student population in the university as a whole and in each of its faculties should reflect the ethnic composition of the country;
2. ensure that faculties with poor Malay representation (which was the case with all the science-based faculties with the limited exception of agriculture) should make every conscious effort to admit more Malay students;

TABLE 7
MALAYSIA
ESTIMATED ETHNIC DISTRIBUTION OF POPULATION AT 30TH JUNE 1989
(‘000):

Malay and other Indigenous Groups	Chinese	Indian	Others
10,671	5,202	1,413	92

Source: Malaysia Monthly Statistical Bulletin, September, 1990. Department of
Statistics, Malaysia.

3. give special assistance and tuition and institute pre-medical, pre-science, and pre engineering courses in each faculty, for students who come from rural areas where facilities for the study of science are limited; and
4. encourage scholarship-awarding authorities to award more scholarships in the sciences to Malay students in order to rectify the present ethnic imbalance in the sciences (cited Selvaratnam, 1988, p.181).

The steps taken in Malaysia seem to be similar to the programme developed by the USA to help minorities. In California, for example, it was made a law to help minority students⁵. The California Legislature in 1968 established the **Extended Opportunity Programs and Services (EOPS)** to provide high-risk minority and low-income students with financial assistance, peer and professional counselling, tutoring, and other services to help them succeed at community college and transfer to four-year colleges or universities (Leon, 1980). Research indicates that a

⁵ The programmes in the USA and in Malaysia have similar intentions although the Malays in Malaysia are not the minority group, they have suffered similar problems to minorities in the USA.

supportive college environment enhances academic performance of minority students.

The sudden increase of demand for higher education in Malaysia has been the consequence of its economic development. Findings of studies in higher education indicate this as a common phenomenon in the developing countries. 'As the country develops' says Psacharopoulos (1990) 'an increased number of students will wish to pursue post-secondary studies' (p.370), and 'there is no way to contain the social demand for tertiary education' (p.276). Considering the nature of societies in developing countries, the pressing problems associated with the demand for higher education include the following questions:

1. How can the educational system be expanded while serving equity considerations at the same time? How can fairness and equality of opportunity be maintained? (Psacharopoulos, 1990, p. 371).
2. How can the demand for university education be contained while at the same time producing graduates according to the needs of the economy?

CHAPTER THREE

THE UNIVERSITY ORGANIZATION

3.1 INTRODUCTION

The history of modern higher education in Malaysia before 1957, the year of her independence, can be traced as far back as the colonial era. It was Raffles who mooted the idea of establishing a higher educational institution in the then British Colony, Malaya. He felt that it was the moral obligation of the colonial government to introduce advanced civilisation to the region. He believed and practised, the *doctrine of trusteeship* in his administration of the colony (Chelliah, 1940). Raffles proposed that the new institution would teach the native language and facilitate research into the history of the country. In his letter to Wilberforce he said:

When I tell you that the effect of this institution is intended to be felt among the population of not less than thirty million and that its influence may eventually and at no distant date extend over ten times this number, it is not necessary to say more on the extent and importance of this field. I request you to consider all those countries lying to the East and South of the Ganges as included within our range. It is from the banks of the Ganges to the utmost limits of China and Japan and New Holland that the influence of our proposed institution is calculated to extend. And of those countries no portion has a higher and peculiar interest than the Eastern Island (Memoir, Lady Raffles as cited in Chelliah, 1940, p. 417).

Raffles envisaged that there would be 'native professors' teaching *Bahasa Melayu*, Malaya's principal language, in the institution.

In general, the development of universities in Malaysia can be divided into five phases as follows:

1. Institutes of Higher Education in the Federation of Malaya before 1957;
2. The University of Malaya, established in 1959;
3. Universities founded as completely new institutions since 1969;
4. The former Technical and Agricultural Colleges which acquired university status in 1971 and 1972 respectively;
5. Universities created in 1980s.

The above categorisation of the development of Universities in Malaysia seems to be somewhat similar to the development of British Universities which began with the ancient Universities and continued with the evolution of Civic Universities. Universities were subsequently established as completely new institutions and the former Colleges of Advanced Technology were upgraded. Most recently, various Polytechnics and Colleges have acquired University status. However, those Malaysian Universities created in the 1980s are a distinct category and have no exact parallel.

The main reason for the establishment of the new universities was to meet the national need for highly skilled manpower. The Malaysia Official Year Book (1971), for example, states that Universiti Sains Malaysia was established:

... to complement the existing facilities for higher education in Malaysia and to meet the urgent manpower needs of the country in education, industry, agriculture, health and social welfare services and in other fields consistent with national development requirements (p.319).

Although the decision to establish more Universities was made in the early sixties, the political climate in 1968 and 1969 provided the stimulus for development. The policy was to provide enhanced educational opportunities for the *Bumiputra* or Malays who, although the largest ethnic group, had, prior to 1969, been educationally disadvantaged. In Universiti Malaya, for example, Malay students constituted only around a quarter of the total (see Table 8). Malay representation in professional fields was even worse. Table 9 indicates the position of Malay students in the field of engineering.

The 1980s saw the emergence of new needs. Universiti Islam Antara Bangsa was established, not due to the racial problems, but to meet the demand for 'Islamized' intellectuals of the country. Universiti Utara Malaysia was created in accordance with the government industrialization policy, to produce graduates in various fields of management.

TABLE 8
UNIVERSITI MALAYA
PERCENTAGE OF OUTPUT BY ETHNICITY, 1965-1968

YEAR	MALAYS	CHINESE	INDIAN	OTHERS
1965	21.21	62.12	13.64	3.03
1966	21.97	60.63	12.55	4.95
1967	25.58	58.18	12.33	3.91
1968	27.25	58.48	11.86	2.41

Source: Dewan Masyarakat, Jilid VI, Bil 7, 1968)

TABLE 9
UNIVERSITI MALAYA
PERCENTAGE OF OUTPUT BY ETHNICITY IN THE FIELD OF ENGINEERING,
1965-1968

YEAR	MALAYS	CHINESE	INDIAN	OTHERS
1965	1.96	88.24	9.80	0
1966	0	87.50	6.25	6.25
1967	0	94.34	3.71	1.95
1968	0	92.73	5.45	1.82

Source: Dewan Masyarakat, Jilid VI, Bil 7, 1968.

3.2 THE RELATIONSHIP BETWEEN THE GOVERNMENT AND THE UNIVERSITIES

The traditional relationship between the government and institutions of higher learning in Malaysia has its roots in the colonial era. The post of Chairman of the Council, better known as the President of Raffles College, for example, was filled by the Director of Education in Singapore. The President also acted as the Chairman of the Senate.

Mohamed Suffian (1974) regards the passing of the University and University College Act of 1971 as having resulted in the rapid development of the field of higher education in Malaysia. It provides a common legislative framework for all universities in Malaysia. The Act stipulates that no university or university college can be set up without the approval of the Government and all universities and university colleges come under the general supervision of the Minister of Education. Mohamed Suffian (1974) said:

'A model constitution has been provided and all university constitutions are required to comply with the provisions of this model constitution subject to the power of exemption given by the *Yang DiPertuan Agong* (p.57).

The Higher Education Advisory Council was established in August 1972 to advise the Minister of Education on the development of existing universities, the creation of new ones and such other matters as may be referred to it by the Minister.

The legal rights and powers of Universities in Malaysia are derived from Acts of Parliament. The Government is the single source of funds for universities. Grants are approved by the parliament and allocated to universities through the Ministry of Education (Murad bin Mohd. Noor, 1971). The universities maintain close but informal relationships with various government planning agencies such as the Economic Planning Unit of the Prime Minister's Department, the Educational Planning and Research Division of the Ministry of Education, and the Ministry of Agriculture in the field of extension services and other research activities (p.40).

As to the role of the Ministry of Education in relation to universities, Murad⁶ (1977) said:

It is the department which the universities advise on matters requiring government decision. It is also the department which they have to satisfy regarding the effectiveness of their financial procedures, and it is also the department which is responsible for co-ordinating and channelling through to them any new national needs affecting the universities (pp.40-41).

University administrative and financial regulations are scrutinized by the *Jabatan Perkhidmatan Awam* or the Public Service Department (PSD) and the *Perbendaharaan Negara* or the National Treasury respectively. Dr. Othman Yeop Abdullah (cited Mutakhir, 1992), the Vice-Chancellor of UUM emphasised the strong relationship between government and university, pointing out that the government is the major shareholder and, as such, entitled to see that the universities operate in accordance with government plans.

3.3 THE DEVELOPMENT OF UNIVERSITY ORGANIZATION

The administration and organization of the University of Malaya during the colonial era was copied from the modern universities in Great Britain. In fact, there had been proposals that the University should be a university college of the University of London. However, under pressure from local educational activists, it was founded with fully independent status. After Independence, the University Malaya Act No.44 of 1961, was passed, specifying the status of the university, and the date on which its constitution was to enter into force.

The Act makes clear that the university is an establishment of the government in all aspects of its administration. It even has the power to acquire private land for expansion, as can any other government establishment under the Malaysian Land Law. Section 7(1) of the same Act says:

⁶ The former Director General of Education.

When any immovable property, not being state land or reserved land or land vested in a state or in the Federation or a public authority for Federal purposes, is needed for the purposes of the University and cannot be acquired by agreement such property may be acquired in accordance with the provisions of any written law relating to the acquisition of land for a public purpose... (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.2).

The words, 'public purpose', again emphasise the University's status as a public or government body. There are two types of administrative power provided by the constitution to the institution. The first is the power to acquire, hold and dispose of property by various means. The second is the administration of academic affairs and related services, e.g. course administration, conferment of degrees, recognition of degrees from other institutions, publications, awards, staffing, libraries and welfare of the university community.

The organisational structure of the university is headed by the Chancellor. Part II 7(1) of the constitution defines the role of the Chancellor:

'There shall be a Chancellor who shall be the Head of the University and shall preside when present at: a. meeting of the Court; b. meeting of the Council; and c. any Convocation' (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.9).

Under the 1961 Act, the Chancellor was appointed by the Court on the nomination of the Council. He, in turn, appointed Pro-Chancellors. The Vice Chancellor, the principal executive and an academic officer of the university, was appointed by the Council.

However, under the University and University College Act 1971, Amendment 1975, it is now *The Yang DiPertuan Agong* (the King) who has the authority to appoint the Chancellor and the Vice Chancellor. The term of service of the Chancellor is 7 years. That of the Vice Chancellor, formerly determined by the Council, is determined by the *Yang DiPertuan Agong* on the advice of the Minister [of Education]. Similarly, the Deputy Vice Chancellor, formerly appointed by the Council, is under the new act appointed by the Minister. The person appointed need not be an academic of the university.

It was the world student uprising in the 60s that prompted the government to amend the University and University College Act. December 1975 marked the climax of student revolts against the government involving thousands of students from all universities in Malaysia. As a result, the 1971 Act was amended. The new Act provides for the appointment of more than one Deputy Vice-Chancellor and the practice has been that one of these should be in charge of Student Affairs. The changes made under the new Act have particular relevance to the main issue discussed in this study.

The university administration is governed by these policy-making authorities, the Court, the Council and the Senate. The Court acts in a legislative manner. Part III (14) of the 1961 Constitution indicates the function and authority of the Court as:

- a. to receive the annual report on the University from the Vice Chancellor,
- b. to receive such special reports as the Council may decide to submit to the Court,
- c. to receive the audited annual accounts of the university,
- d. to pass such resolutions relating to any reports or accounts submitted to the Court as the Court may think fit,
- e. to receive copies of all Statutes,
- f. to pass such resolutions relating to any Statutes received by the Court as the Court may think fit,
- g. to exercise such other functions as may be conferred on the Court by Statute (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.12).

The court is the supreme governing body (Universiti Sains Malaysia, Maklumat Am, 1974-75, p.3). As to the function of the Council, section 16 of the Act says:

The Council shall be the executive body of the University, and may exercise all the powers conferred on the University, save in so far as they are by this Constitution or the Statutes, Acts and regulations conferred on some other Authority or body or on some officer of the University (University of Malaya Act No.44 of 1961, Constitution & Statutes p.14).

The Council is, in effect the Board of Management which provides for the custody and use of the university seal, administers university property and manages the non-academic affairs of the university (Universiti Sains Malaysia. *Maklumat Am*, 1974-75). Senate functions as the academic body of the university. To be more specific, section 17(2) of the Act says:

The Senate shall be the academic body of the University and, subject to the provisions of this Constitution, the Statutes, Acts, regulations, shall have the control and general directions of instruction, research, and examination, and the award of degrees, diplomas and certificates (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.14).

Each of these authorities may make regulations for its own procedure (University of Malaya Act No.44 of 1961, Constitution & Statutes, Part IV 29(1)). In addition to the main authorities, there are other minor authorities established to look after several other specific policies. These bodies are: the Board of Studies, the Board of Selection, the Board of Student Welfare and the Guild of Graduates.

All members of the authorities, main and minor, are elected or appointed on a three-year-term basis (23(1) 1961 Act). However, where a person's election or appointment is based on his holding of some other office or membership of another body, his university appointment will terminate, even before the expiry of the three-year period, if that other office or membership terminates (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.16).

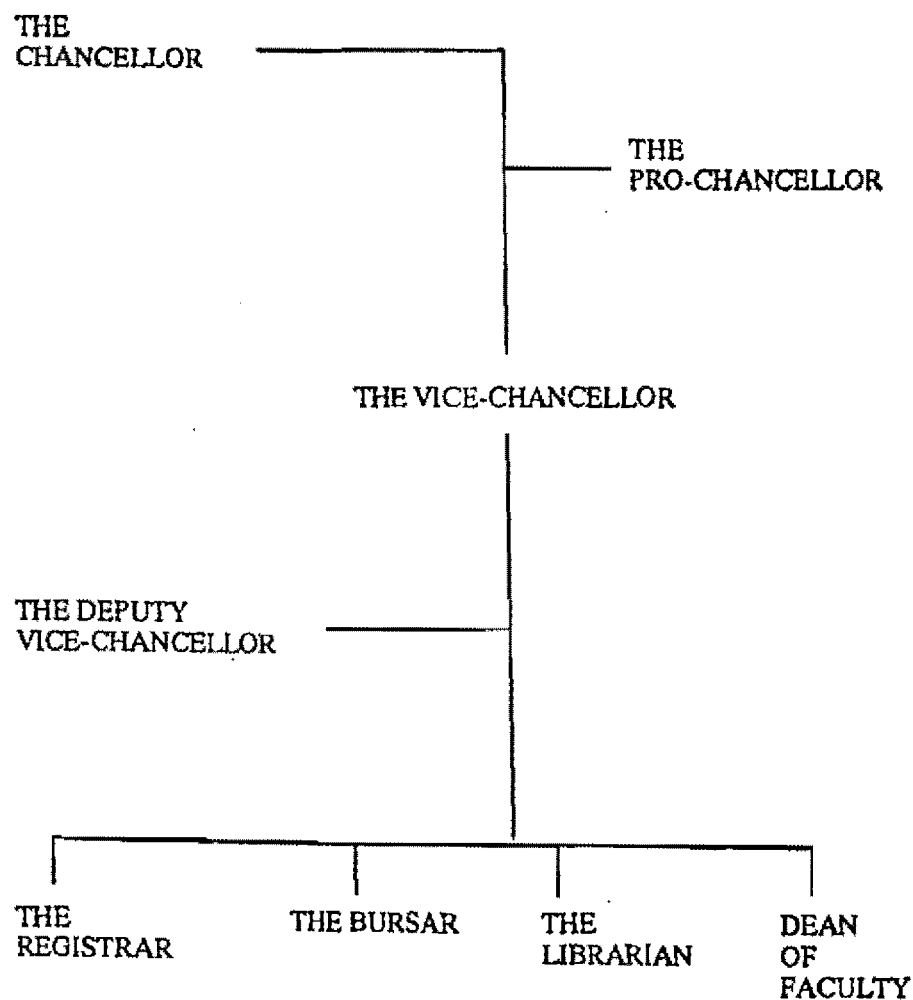
The organisation of academic courses is within the jurisdiction of another body known as the faculty, institute, centre or school. Part III 18(3) of the 1961 constitution stipulated that:

'A Faculty shall elect from among its members a Dean who shall be chairman of the Faculty and shall exercise such other functions as may be vested in him by Statutes, Act or regulation...' (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.14).

However, today the appointment of the head of the institution rests upon the authority of the Vice Chancellor. Under the new 1971 Act, Amendment 1975, the power to appoint both the Dean of Faculty and the Head of the institution is unified under the jurisdiction of the Vice Chancellor.

The other principal officers of the university are the Registrar (appointed by the Council after consultation with Senate), the Bursar (appointed by the Council) and the Librarian (appointed by the Council on the advice of a Board of Selection). The University's administrative structure is illustrated in Figure 4.

FIGURE 4
THE LINES OF COMMAND OF THE PRINCIPAL OFFICERS OF THE UNIVERSITY



3.3.1 Functions of University Officials

The post-1975 practice of having more than one Deputy Vice-Chancellor is applicable not only to the University of Malaya but also in other new universities in Malaysia. As an example, in the University of Malaya (Calendar 1987) there are three Deputy Vice Chancellors with the following responsibilities:

1. DEPUTY VICE-CHANCELLOR (Student Affairs)

He/She is in charge of the student health services, sports, residence facilities, university-student relations and campus security.

2. DEPUTY VICE-CHANCELLOR (Personnel)

He/She is in charge of the appointment of staff (both academic and non academic) of the university and the supervision of their term of services.

3. DEPUTY VICE-CHANCELLOR (Finance, Development and Research)

He/She is in charge of financial affairs, development and maintenance of the physical aspect of the University and research activities.

In the Universiti Kebangsaan Malaysia (The National University of Malaysia, 1987) the three Deputy Vice-Chancellors are the Deputy Vice-Chancellor (Development and Training), the Deputy Vice-Chancellor (Student Affairs) and the Deputy Vice-Chancellor (Academic and Research). In Universiti Sains Malaysia (The University of Science Malaysia, Calendar, 1984), the three Deputy-Vice Chancellors are called the Deputy Vice-Chancellor (Development and Research), the Deputy Vice-Chancellor (Student Affairs) and the Deputy Vice-Chancellor (Academic).

While the Vice-Chancellor is the Chief Executive of the University, some of whose functions are being delegated to the Deputy Vice-Chancellors, the Registrar is the Head of Administrative staff in the whole university. Based on the University of Malaya Constitution, under the Statute XVI (p.51) the duties of the Registrar are:

1. to be the custodian of the records, documents and such other property of the University as may be determined from time to time by the Vice-Chancellor;
2. to act as secretary to all University Authorities and keep the minutes of such authorities;
3. to arrange for the examinations conducted by the University; and
4. to perform such other functions as may be necessary for the due discharge of the duties imposed upon him by the Constitution, Statutes, Acts and Regulation.

The hierarchical structure under the Registrar's headship is illustrated in Figure 5. There is only one Registrar's post in a university but the number of posts increases successively lower down the hierarchy. All the Registrar's down-liners are distributed in various departments in the university. An example of the distribution can be seen in Figure 6.

The distribution of the senior administrative officers is normally based on the size and volume of responsibilities of the department. For example the head of administrative staff in the faculty is the Assistant Registrar. He functions as the full-time administrative officer responsible for the daily running of the faculty. Although, normally, he is answerable to the Dean of the Faculty, he is, technically, the representative of the Registrar who has overall responsibility for the administrative affairs of the university.

FIGURE 5
THE LINES OF COMMAND OF THE UNIVERSITY ADMINISTRATIVE OFFICERS

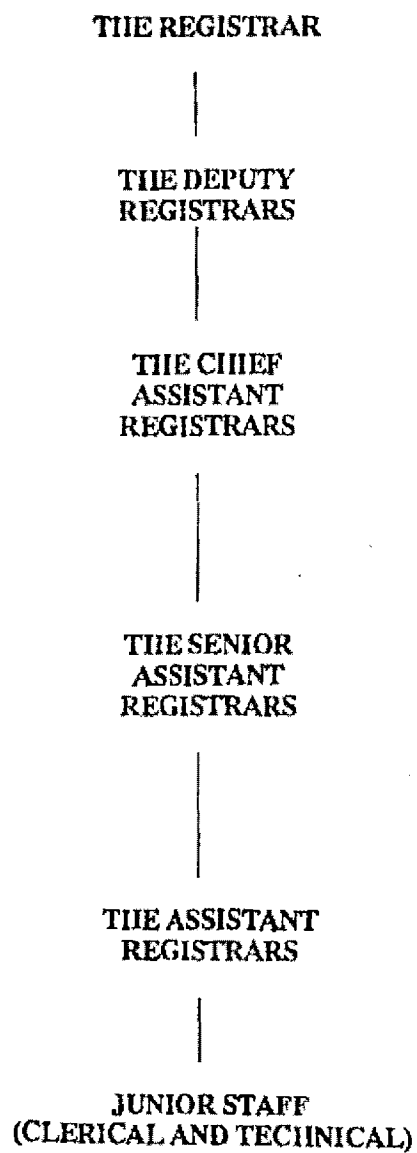
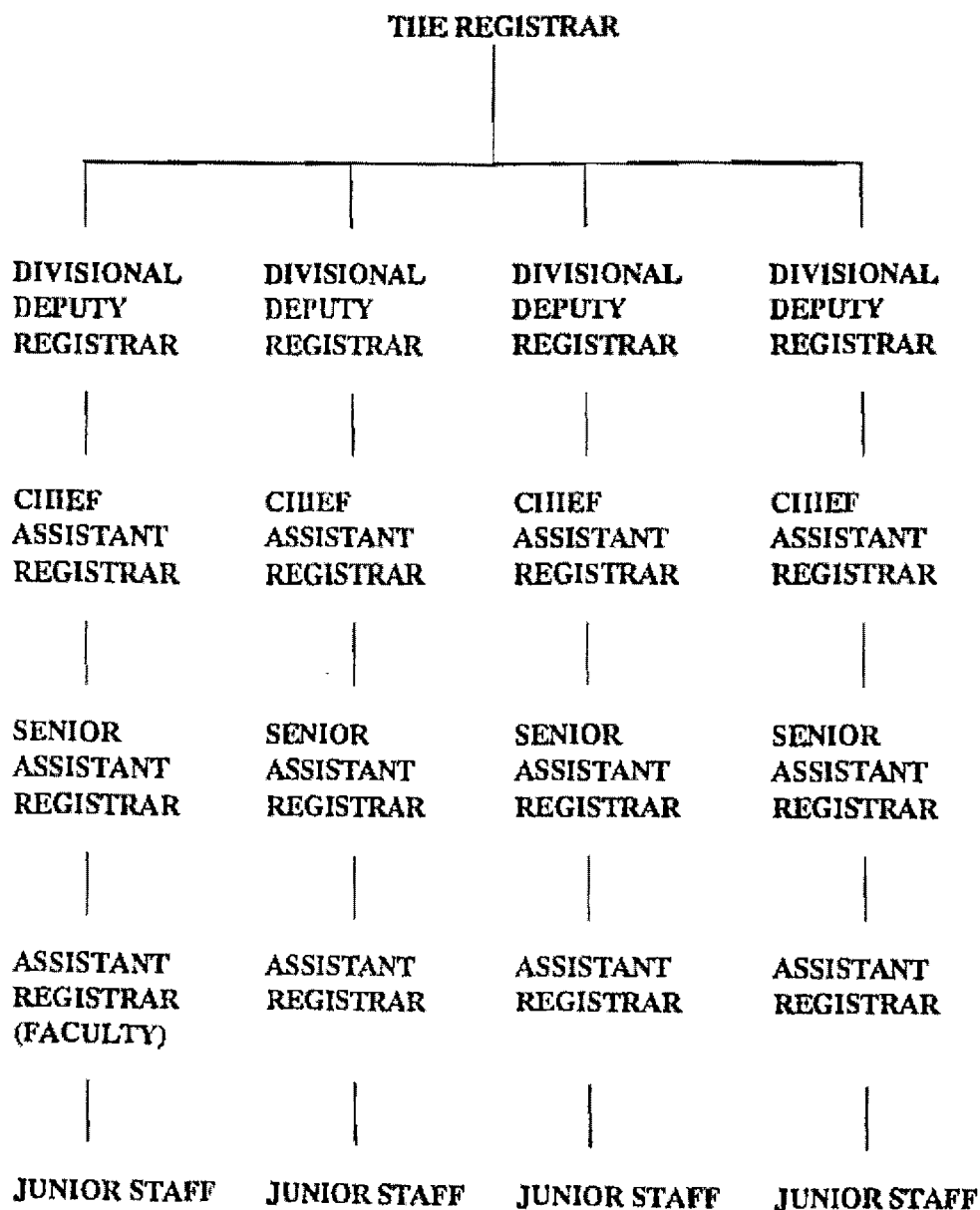
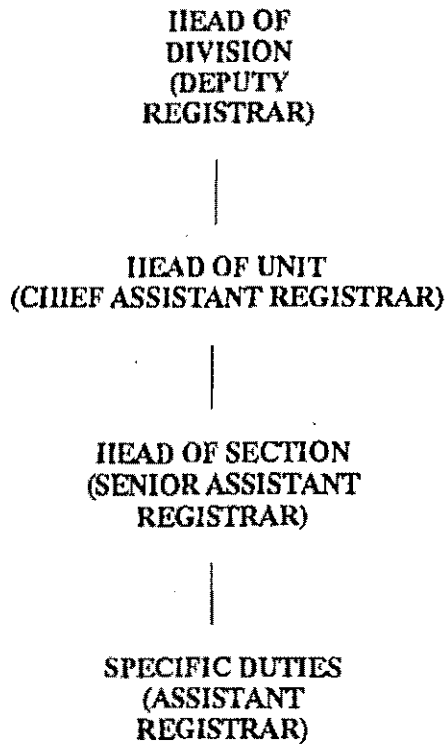


FIGURE 6
THE MALAYSIAN MODEL OF THE STRUCTURE OF UNIVERSITY ADMINISTRATIVE
STAFF



The Deputy Registrar is normally the head of a Division. Within the Division there will be Units headed by Chief Assistant Registrars followed by the Sections under the headship of Senior Assistant Registrars. Senior Assistant Registrars are assisted by Assistant Registrars responsible for certain specialized duties within the Section (see Figure 7).

FIGURE 7
LINES OF COMMAND OF ADMINISTRATIVE
OFFICERS IN A DIVISION



In the Bursary Division the hierarchy of command is more or less similar to that of the Registrar. The head of the department is called the Bursar. The duties of the Bursar according to Statute XVI (1961, p.51) are:

1. to prepare for the consideration of the Vice-Chancellor the estimates of income and expenditure of the University for each financial year;
2. to collect all fees, rents and other monies due to the University, give receipts for the same and account for all sums so received in such form as the Council may from time to time direct, and to make such disbursements as decided by the Council and to account for same as directed by the Council;
3. to arrange for the annual and any special auditing of the University accounts;
4. to act as Secretary to the Standing Finance Committee and keep its minutes and records; and
5. to perform such other functions as may be necessary for the due discharge of the duties imposed upon him by the Constitution, Statutes, Acts and Regulations.

Down the line of the Bursar, there will be Deputy Bursar, Chief Assistant Bursar, Senior Assistant Bursar and the Assistant Bursar. The Division is divided into smaller units such as Account and Budget Unit, Expenditure and Central Purchase Unit, Student Account and Payment Units and Capital Development and Trust Unit.

A similar structure in the management of the Library, where the head is the Chief Librarian. The Chief Librarian is assisted by the Deputy Chief Librarian. Below the Deputy there will be Chief Assistant Librarian, Senior Assistant Librarian and Assistant Librarian. The allocation of responsibilities is normally according to the standard practice of the International Association of Librarians.

3.3.2 University Finance

Another important aspect of the administration of the university is its financial management. Although it is clearly stated in the act that the Minister [of Education] shall pay such money as provided by the parliament, the Council appoints a Standing Financial Committee to regulate and control the finances of the University (Constitution, 1961, Part V (32), Financial Provisions). The procedure has been, according to the Constitution, Part V, 35(1):

The Council shall, not less than four months before the end of the financial year, approve detailed estimates of revenue and expenditure of the University for the next financial year and present such estimates, together with the comments of the Council thereon, to Minister (University of Malaya Act No.44 of 1961, Constitution & Statutes, p.19).

However the Council may also, from time to time, approve supplementary estimates if any additional expenditure is required. As to the procedure for sales and purchases, the same constitution (Part V.41.) says:

Any contract involving the expenditure by the University of more than five thousand dollars shall be in writing, signed on behalf of the University by a person acting under the express or implied authority of the University (p.21).

Apart from receiving financial support from the government, the university may also accept donations, grants, gifts, property or money from other parties. Under this provision 'the Register shall be kept of all donations to the university including the names of donor and any special conditions on which any donation may have been given' (Constitution, Part V. 39(2), pp. 20-21).

All accounts of the university shall be audited by auditors appointed by the Council, normally the Government Auditor General.

3.4. THE DEVELOPMENT OF STUDENT PERSONNEL SERVICES' ADMINISTRATION IN MALAYSIAN UNIVERSITIES

Having discussed the organization of the Malaysian Universities in general, we can now look at the position of Student Personnel Services within that context. Generally, the basic philosophy of Student Personnel administration lies in the effort of the university authority to provide a suitable and conducive environment for the enhancement of higher learning. This effort is complementary to that of class instruction activities. The ultimate goal of Student Personnel administration has always been related to the nurture of the student's individual potential. The existence of this philosophy in the context of the Malaysian University was evident from the early stages of its development.

A committee for the advancement of education preparatory to a University in Singapore, known as the **Firmstone Committee** (1919), in recommending the establishment of the university, suggested:

...that women should be admitted on equal terms with men, that unless students had homes in Singapore, they should live in halls controlled by the College Council; that religious bodies should be allowed to have their own halls, subject to regulations prescribed by the College Council, that fees should be reasonably high, but that provision should be made for a number of scholarship to enable students to prosecute their studies at Raffles College...(p.122).

This recommendation laid down the basic concept of Student Personnel administration with regard to equal treatment given to students, the availability of residential facilities, religious activities and financial aid. It had, if properly interpreted and executed, all the basic ingredients of what a Student Personnel administration should be. True enough, when Raffles College was first established, two hostels were provided for the students. Ten scholarships of MR\$720 a year were available, together with four further awards, called exhibitions, of MR\$500 a year for second and third year students.

In the daily administration of students, the authority of the Raffles College had clearly made efforts to understand their students. As an example, with regard to the administration of the residential hall, McLean (1939) reported that:

the difficulties of religion are overcome by employment of cooks of different races who work in separate kitchens (pp.23-24).

In describing the residential hall for women students, he said:

This house is attractively situated in pleasing surroundings, its adaptation has been effected with much skill, and it has an intimate charm within (p.24).

All these facts suggest that, the authority had employed a student centred approach, laying the foundation for the administration of Student Personnel Services in Malaysian Universities.

Because it was the Colonial British who introduced the modern concept of a university in Malaysia the Student Personnel concept seemed to have come in the same package. The main feature of the Student Personnel administration in the British University is the tradition of providing residential hall facilities, originating from the medieval British Universities of Oxford and Cambridge. Hence the earliest service provided to students by Malaysian universities, within the framework of Student Personnel Services, was the administration of residential colleges (sometimes called Residential Halls or Students' Hostels).

Later, the university was more actively involved in the organisation of student activities. Facilities were also provided for student bodies in the form of financial assistance for activities, office space, clerical personnel, stationery etc., to enable them to organise their extra-curricular activities.

As was said earlier, the 1971 Act, Amendment 1975 stipulated that there must be a Deputy Vice-Chancellor (Student Affairs) in the University. Consequently, the Deputy Vice-Chancellor's posts⁷ were formally created together with one or two administrative assistant

⁷ The first Deputy Vice Chancellors of Students to be appointed were Associate Professor Awang Had Salleh (Universiti Malaya), Professor Sharom Amat (Universiti Sains Malaysia), Professor Mohd Ghazali Hj. Abd Rahman (Universiti Kebangsaan Malaysia), Encik Mohd Noor Ilaji Ismail (Universiti Pertanian Malaysia), Encik Abd Hamid Tahir (Universiti Teknologi Malaysia) (UK/TNC (S) 009, Minute of the 1st Meeting of the TTNC, 1975).

(executive level) posts in each university. A small unit, initially under the Chancellory's Department (Vice-Chancellor's Office), was later developed and this grew into an institution in its own right. The idea was for the university to get closer to the students and be able to understand their culture better (Abdul Aziz, Political Secretary to the Prime Minister, elite interview, 1991).

The initial title of the post of the DVC was the *Timbalan Naib Canselor, Tata tertib (TNC, Tata tertib)* or Deputy Vice-Chancellor, Discipline. However, all the newly appointed TNCs rejected the title, which they considered did not accurately reflect their role. They requested the Minister of Education to change the name of the post to TNC *Halehwal Pelajar*, or Deputy Vice-Chancellor of Student Affairs⁸.

It is clear that the aim of the 1975 Amendment is to control students. The representative of the Attorney General referring to Section 48 of the Act, advised the second meeting of the TNCs (1975) that :

The main concept of the *Akta Pindaan* is related to financial control ... this control is vital in the eye of the government (Minute of the 2nd Meeting of the TTNC, 1975, p.2).

It was emphasized in the same meeting that:

(b) Section 15 *Akta (Pindaan)* does not allow any student as individual or as an organization to affiliate with any outside organization except in special cases whereby a written approval of the Vice Chancellor has already been secured (Minute of the 2nd Meeting of the TTNC, 1975, p.4)

With these two strong provisions, the strength of students' organization in Malaysian campuses diminished abruptly.

To accommodate the amendment to the AKTA (1975), all Universities had to make adjustments to their constitutions to include the power of the TNC of Student Affairs over student discipline:

(d) Min. III (ii) Board of Students' Discipline: It is agreed that University Constitution with regard to the Board of Students' Discipline must be amended to make it possible for the TNC (*Halehwal Pelajar*) to be the Chairman of the Board (Minute of the 3rd Meeting of the TTNC, 1975, p.2).

⁸ This was decided in a meeting of 4th August, 1975 (UK/TNC (S) 009, Minute of the 1st Meeting of the TTNC, 1985).

Although the word 'Board' was used with regard to authority over students' discipline, operationally, the authority rests with the TNC alone (Minute of the 4th Meeting of the TTNC, 1975).

University authorities were also advised to cooperate with the 'Special Branch' of the Police in various student matters especially those involving racial elements. In the fifth meeting of the TNC (1975) the representative of the minister of Education, Encik Zainuddin Ismail advised the meeting that should they find any 'flying letters' (black propaganda),

the University should hand it over to the nearest 'Special Branch' (Minute of the 5th Meeting of the TTNC, 1975, p.5).

The direct implication of the two important roles of the TNC, namely, controlling the financial resources of students' organizations and student discipline, was the emerging need for the creation of various personnel positions⁹ under the headship of the TNC to administer and supervise financial assistance for student activities and to serve as the secretariat to monitor discipline.

Because students are not allowed to raise and manage funds of their own, University authorities have to take over the responsibility. For the first year of the implementation of the *AKTA (Pindaan)* all Universities were told that they would be allocated \$MR500,000.00 for student activities (Minutes of the 2nd meeting of TTNC, 1975, p.3.). Distribution of the allocation to the various student organizations on each campus was one of the first tasks of the administrators in the HEP.

⁹ The pioneer University administrative staff of Student Affairs were Encik Zulkifli Nawawi (Universiti Malaya), Encik Salleh Haji Yusof (Universiti Kebangsaan Malaysia), Encik Jalal Ahmad Abdullah (Universiti Pertanian Malaysia), Encik Omar Bakar (Universiti Teknologi Malaysia), Cik Mariam Lim (Universiti Sains Malaysia) (UK/3.32/204/4, 1975 Minute of the 6th Meeting of the TTNC, 1975).

3.5 THE ORGANIZATION OF STUDENT PERSONNEL SERVICES

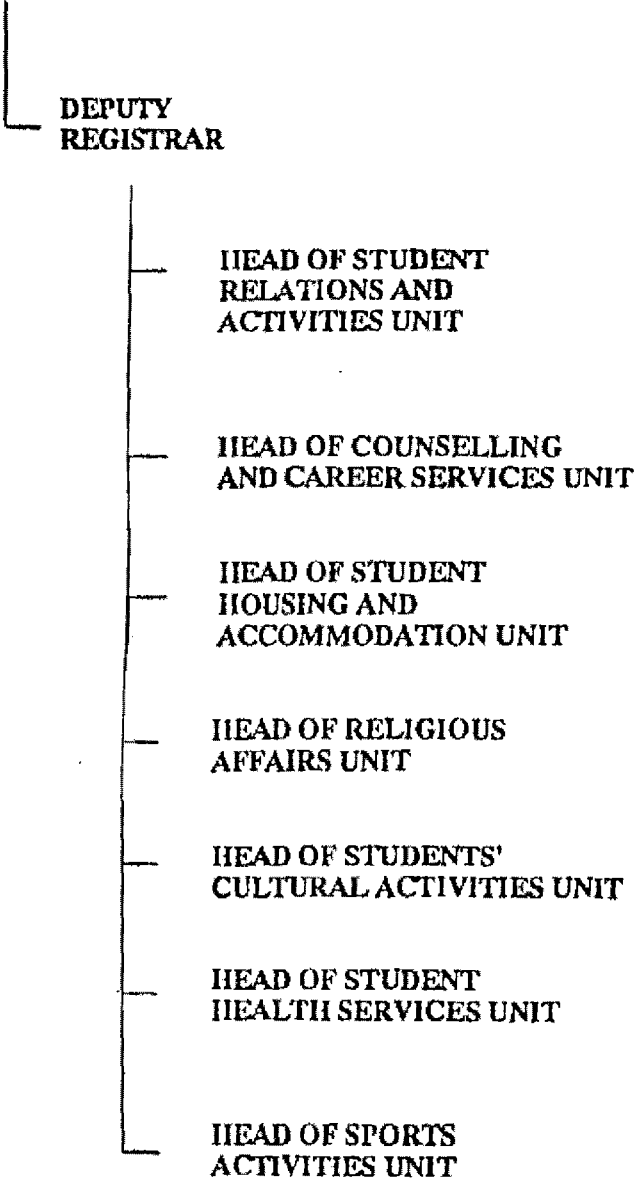
The present structure of the Division, which is called the Student Affairs Division in almost all universities, can be illustrated by Figure 8. Each unit has its own separate administration staffed with three to six administrative officers or professionals and assisted by a number of clerical staff.

The practice in the UPM had been that a TNC was normally re-appointed to the post at the expiry of each three-year term unless he reached retirement age or was transferred to another University. However, in the most recent exercise a TNC has been appointed for a three-year term only with no renewal. Although the Vice-Chancellor normally serves as the adviser to the Minister of Education with regard to the appointment, the Minister has the final say; thus the fate of every Deputy Vice-Chancellor is in his hands.

The TNC's post in Malaysian Universities is not like that of Dean, whose holder is appointed by an arrangement that carries only an allowance of MR\$350.00 per month. A TNCship is a personnel appointment, like any other promotional exercise, to a higher salary grade, i.e. Super Scale B, only one step lower than the Vice-Chancellor. The holder of the post is entitled to a housing allowance, entertainment allowance and a University car. The post carries prestige which confers on its holder, entry to the circle of national elite. In the country's protocol, a Super Scale B holder can, at national functions, sit in the front row together with the Director General or Secretary General of various government ministries and departments. With all these advantages the TNC's post, is highly attractive to most ambitious academics (and sometimes government administrators).

FIGURE 8
THE ORGANISATIONAL STRUCTURE OF THE
STUDENT AFFAIRS DIVISION IN UNIVERSITIES IN MALAYSIA

DEPUTY VICE CHANCELLOR
(STUDENT AFFAIRS)



A step below the TNC in the HEP, is a Deputy Registrar who acts as an administrative coordinator to all activities and units in the HEP. The Deputy Registrar's post is a permanent post. Although, in theory, the Deputy Registrar's post in the HEP could be rotated from amongst the seven Deputy Registrars in the UPM, the present Deputy Registrar has been in the post for more than ten years. The Deputy Registrar also supervises all staff in the HEP. In the case of UPM, he is also the controller of the HEP's financial affairs. In his supervisory and financial control roles, he is assisted by an Assistant Administrative Officer, on a B Grade (second division) Salary.

3.5.1 The Units

There are eight units established within the HEP, each with specialized duties. Each unit has its own administration, with the most senior officer of the unit concerned being appointed Head of Unit. Most units have their own offices and supporting staff, though in UPM three units, namely Student Relations Unit, Housing and Accommodation Unit and Religious Unit share the same office space and supporting staff. The seniority of the Head of each Unit is not uniform. For example, the Head of Student Relations Unit is held by *Ketua Penolong Pendaftar* (Chief Assistant Registrar on G Grade) whereas the Head of Counselling Unit is on Grade A11.

There is no uniformity among Universities as far as the salary grade of the Unit Heads is concerned. In UKM, for comparison, the head of Student Relations Unit is only on Grade A11 but the Head of Counselling Unit is on A10. The decision to re-grade the salary scales in the HEP in 1984, seemed to be made to accommodate certain individuals. For example, at the time of the salary re-grading, the Head of Counselling Unit in UPM was an Associate Professor, a seconded lecturer from the Faculty of Educational Studies, whose salary grade was already A9. Therefore, it was considered unnecessary to provide an A10 post as in the Counselling Unit in the UKM. This indicates that the seniority of Heads of Unit was not decided on merit or responsibility.

Talks within the office of HEP revealed that the allocation of an A11 grade to the Housing Unit's Head was made to enable an officer, who was about to retire, to be promoted to a higher salary scale so that his retirement pay would be higher. Once he was promoted, he was transferred to another division within the University, and carried his new salary grade to the division to which he was transferred. Another grade A officer had to be appointed to the Accommodation and Housing Unit to justify a supervisory post in that Unit, although it was realized that the workload of the Unit did not justify extra Grade A staff. In contrast, extremely active and busy Sport Unit had only one Grade A staff. Indeed, it may be questioned whether there is a need for a specialised Accommodation and Housing Unit in UPM at all, as all services with regard to accommodation are already well looked after by ten *Pengetuas* (College Principals), nine College Managers, hundreds of Residential and Non Residential Fellows and general staff.

It seems that the beneficiaries of the HEP unit system are not their student-clients but the HEP staff themselves, as the creation of Units, each with its Heads, new senior positions were created, as shown in Table 10.

TABLE 10
NUMBER OF VERY SENIOR POSTS IN THE HEP-UPM 1991

Post	Number of Post
A9	2
A10	1
A11	6

Source: UPM, HEP Office, 1991

In addition, all posts of Administrative Officer, on A22 (a salary scheme meant for General Degree holders), were abolished in 1984 and all holders of the post were automatically promoted to Assistant Registrar, on A20 (formerly a promotional post for those on A22 or direct entry by Honours Degree holders). A very senior officer in the HEP once said that there was a time when all officers were promoted.

3.5.1.1 Student Relations and Student Activities Unit

This unit is generally responsible in matters related to the administration of the student association or procedures in organising activities in the university. The supervision of the students' publication and the organising of the Freshmen Orientation Week also falls within the realm of this unit. It also serves as the secretariat to the Students' Disciplinary Board.

3.5.1.2 Counselling and Career Services Unit

The unit provides individual counselling on personal, academic, and career matters, as well as job placement, financial advice, social services and referral services. Career Libraries or Resource Centres are normally available in the unit for students' use.

Short courses such as assertiveness training, entrepreneurship, relaxation, interview skills and leadership training are organised by this unit from time to time. On-campus interviews for job placement are organized. Students are also encouraged to participate in group activities organised by the unit to improve their learning, interview, and social and communications skills.

3.5.1.3 Student Housing and Accommodation Unit

The unit is responsible for the general administration of student accommodation services and decides the placement of students in residential halls or in private houses. In the case of UKM, it has authority over the administration of each Residential College in the University. In the UPM it only serves as the secretariat to the Board of Student Accommodation and has no executive power over the internal administration of Residential Colleges.

3.5.1.4 Religious Unit

The unit is responsible for the organisation and coordination of the religious activities on campus. Lectures, workshops, religious lessons, charity and welfare services are organised for the benefit of students, staff and the members of the surrounding communities.

3.5.1.5 Cultural Activities Unit

The function of the unit is to coordinate, organise and facilitate cultural activities for students. The unit provides facilities such as musical instruments, costumes and instructors. In the case of UKM, the university theatre hall is also managed by the unit, though this is not the case in all Universities.

3.5.1.6 Health Services Unit

The university health services unit provides consultation services and some minor surgery. The Health Centre is opened during normal office hours. However, on-call services are available 24 hours throughout the week, including Sunday. Some of the routine services provided by the unit include the treatment of emergency cases, referral services, ambulance facilities, and immunization.

3.5.1.7 Sports Unit

The unit is responsible for the management of all sports facilities on campus. Sporting activities organised by the staff and students of the university are coordinated by this unit. It also plans and organises short courses for students and staff in relation to the organisation of various sports events.

3.5.2 Other Related Posts

There are various other authorities and committees in the Universities that involve students and staff in the provision of Student Personnel Services. These include:

1. Board of Student Discipline whose only member technically, is the TNC (as defined by the AKTA, the TNC has sole authority over student's discipline (Article 5, Procedures (Students discipline) 1975).
2. Principals of Residential Colleges.
3. Student Advisory Committees at various faculties, better known as PA (*Penasihat Akademik*).
4. Registration and Orientation Committees, *ad hoc* set-up whose membership includes the Deans of Faculties, *Pengetuas* of all Residential Colleges, administrators from various other administrative departments in the University and Students Representative.
5. Students' Representative Council.
7. Students' Highest Council of Various Residential Colleges better known as the *Majlis Tertinggi Mahasiswa*.
8. Various Student Organisations, Clubs and Association (Academic and Interest groups).

Apart from the permanent staff of the HEP, there are other important posts created by the university which are equally responsible for the Student Personnel Services, namely the Principal of Residential Colleges and Deputy Deans (Student Affairs) in each faculty. They are appointed by the Vice Chancellor from among senior lecturers or administrators and allocated an administrative allowance of \$300.00 (£60.00) as an incentive for the extra duties. Although they are not officially regarded as direct subordinates to the Deputy Vice-Chancellor (Student Affairs), in practice the Deputy Vice-Chancellor will have to be consulted with regard to major decisions or actions taken by these officers. In most cases the appointment is, on the advice of the Deputy Vice-Chancellor.

Also related to the Student Personnel work is the academic advice service. Although this is not officially recognised by the university, in the sense that it has no full-time personnel or financial allocation, the voluntary services rendered by the advisers have benefited the students. The advisers, who are normally lecturers, are assigned to a number of students to give advice on the choice of major and minor courses and general study skills.

Because these lecturers/advisers have better access to the students than do the professionals in the Student Affairs Division, partly due to their greater number, they often mediate between the two parties. In some cases they are also able to provide initial guidance with regard to students' personal and psychological problems.

Although the HEP has its own Religious Unit, the University had also created another religious-related administrative division called the Islamic Centre. The office of the Centre is attached to the Deputy Vice-Chancellor of Students' office. The activities of the Centre overlap the Religious Unit's activities. The Director of the Centre is an academic whose rank is equivalent to a Dean. The administration of the University Great Mosque is under this Centre.

3.5.3 The Various Policy-Making Boards

There are various other policy-making Boards of Student Personnel Services in Malaysian Universities. In the case of UPM the two major domestic Boards are the Board of Accommodation and the Board of Student Affairs. The Secretariat of the Deputy Vice Chancellors involves all Deputy Vice-Chancellors of Students of all Universities in Malaysia.

3.5.3.1 The Secretariat of the TNC

The Secretariat of the TNC (Deputy Vice Chancellors) was formed in 1975. The idea was said to have been mooted by Awang Had Salleh, then the Deputy Vice Chancellor in charge of students of the Universiti Malaya (Salleh Yusof, elite interview, 1991).

Salleh (1991) recounts that following the appointment of TNC in each University, the newly-appointed executives were uncertain of their roles. The specific order from the Minister of Education, referred only to a disciplinary role. The Deputy Vice Chancellors, felt that this role was too narrow and negative. They wanted a broader role, and it was in the course of their discussions that the concept of student development was first mentioned in the Malaysian context.

3.5.3.2 The Board of Student Affairs

The Board of Student Affairs in the UPM was established in 1979¹⁰. It was minuted in the first meeting that provision for the '*Lembaga Halehwal Pelajar*' (the Board of Student Affairs) had been enacted on 24th May, 1979, to be included in the UPM Statute. It had the power:

'4. (1) Subject to the sub-para (2), to consider all aspects in relation to student affairs and to advise the Vice-Chancellor and the Senate pertaining to it' (file: UPM/HEP/113).

¹⁰ The first meeting was chaired by the then Deputy Vice Chancellor of Students, Dato Mohd Noor Hj Ismail and attended by the Registrar, the Acting Bursar, a representative of the University Council, two representatives of the Senate, the President of the PMUPM, the Secretary of the PMUPM and the Assistant Registrar of the HEP (who acted as the Secretary to the Board).

3.5.3.3 The Board of Student Accommodation

As far as can be traced from the records in the HEP Office, the Board of Students Accommodation began to function in 1973. It must have been established simultaneously with the first intake of Degree Students to UPM; it appears that the meeting on 12th September 1973¹¹ was the first meeting, as there was no agenda confirming previous minutes. Moreover, the September meeting discussed who should be the secretary of the Board. It was recorded that this meeting was also attended by two student representatives, the Presidents of the Students' Committees of the First and Second College.

3.6 FINANCIAL ALLOCATION TO THE STUDENT PERSONNEL SERVICES

A case study conducted in the Universiti Pertanian Malaysia indicated that the financial allocation to the Student Affairs Division (HEP) is combined with the administration of the Chancellory (the office of the Vice-Chancellor). Out of the total allocation to the Chancellory, about one-third is later allocated to financing the administration of the HEP. Financial allocation for the administration of various divisions under the Chancellory is bigger than that in the other administrative divisions, namely, the Registrar's Division, the Bursar's Division and the Library; and also bigger than the allocation to a faculty. Table 11 provides examples of financial allocations to emolument (staff salary) to the Chancellory as compared to other administrative divisions. The amount of money spent on salaries for staff in the Chancellory can be seen to be greater than the amount spent on a faculty.

Of the allocations to the Chancellory divisions, that to Student Affairs is greatest. Table 12 shows allocation of administrative budget to the HEP in 1990. Every year, the HEP submits an application for its budget to the University. The amount requested generally increases year by year. An example of the trend in the HEP's budget application is given in Table 13.

¹¹ Held at the Operation Room of the Old Administration Building chaired by Dr. Rashdan Baba.

TABLE 11
UNIVERSITI PERTANIAN MALAYSIA
FINANCIAL ALLOCATION TO EMOLUMENT
A COMPARISON BETWEEN THE CHANCELLORY DIVISION AND OTHER
ADMINISTRATIVE DIVISIONS, 1986-1989

DIVISION/ YEAR	86/87	87/88	88/89	89/90
	\$	\$	\$	\$
Faculty of Science and Environmental Studies	6,282,000	7,919,000	8,677,000	7,669,000
Chancellory	2,378,000	4,136,000	4,144,000	4,119,000
Registrar	1,715,000	2,575,000	2,587,000	1,864,000
Library	1,508,000	1,987,000	2,007,000	1,876,000
Bursar	1,505,000	1,863,000	1,851,000	1,778,000
Faculty of Food Science and Bio- Technology	1,037,000	1,633,000	1,623,000	1,810,000

Source: UPM Bursar Office, 1990.

TABLE 12
UNIVERSITI PERTANIAN MALAYSIA
ESTIMATE OF ALLOCATION TO VARIOUS ADMINISTRATIVE DIVISIONS AND
UNITS UNDER THE CHANCELLORY IN 1990

DIVISION/UNIT	ALLOCATION
	\$
Student Affairs Division	482,400
Health Centre	295,700
Public Relation Office	184,100
Chancellory (Main Office)	147,500
Security Division	80,000
Graduate Studies	72,000
Development Division	37,000
Islamic Centre	37,350
Consultancy Unit	5,950
PALAPES	3,250
TOTAL	1,345,250

Source: UPM, Chancellory's Office, 1991.

TABLE 13
UNIVERSITY PERTANIAN MALAYSIA
ESTIMATE OF OPERATING EXPENSES OF THE HEP DIVISION (EXCLUDING
EMOLUMENT) SUBMITTED BY THE HEP OFFICE TO THE UNIVERSITY

YEAR	AMOUNT
	\$
86/87	578,724.75
87/88	995,028.75
88/89	661,005.75
89/90	716,318.00
90/91	1,004,788.00

(Source: UPM, HEP Office, 1991)

The HEP Office then allocates funds to the various units under it. Examples of the allocation are shown in Table 14.

TABLE 14
ALLOCATION TO UNITS UNDER THE HEP 1990

UNIT	AMOUNT
	\$
Sports Unit	80,000.00
Student Activities	60,000.00
Religious Unit	40,000.00
Cultural Unit	40,000.00

Source: UPM, HEP Office, 1991.

3.7 OBSERVATION OF THE HEP'S DAILY ACTIVITIES

Although the working hours of staff, especially senior staff, are not limited to the normal working hours of a government department, officially each staff member is required to start working at the HEP office at 8.00 in the morning, unless there are good reasons certified by his/her immediate superior, for exemption.

A number of staff were observed to go for breakfast after punching their attendance card. Similarly, although during the tea break at 10.00 am, each staff member is supposed to remain in the office, many staff went out to the University cafeterias or even to food stalls and restaurants in the nearby township, Sri Serdang. Normally, business in the HEP continues during the 10.00 o'clock break, at least one staff member normally being stationed at the counter of each unit. The office closes from 12.45 until 2.00 for lunch and, in the case of Muslim staff, afternoon prayer. This may be performed at the University's '*surau*' (mini-mosque), at the University Great Mosque, or in the office. After prayer, the rest of the lunch break is spent in conversation or playing '*karum*' (only male staff). At this time, ideas for the Student Affairs activities are sometimes muted and general strategies for their implementations are drawn. These informal sessions - at the cafeteria, at the *karum* board and at the mosque - are often more productive than formal departmental meetings, in which participants tend to be cautious in putting forward their ideas.

The afternoon hours are nominally from 2.00-4.15. However, the senior officers do not normally leave the office immediately, but continue to work or entertain students (mostly student leaders) up to 4.30, 5.00 or even 7.00 o'clock. Senior staff members normally come back to the campus at night on average twice a week and often also return on Sunday, if a student activity is being held that requires their supervision. In the case of activities organized by the University authority itself, such as the Orientation Programmes and Registration for the new students (which normally take a week), the MPP Election Week and *Pesta Konvokesyen*, some staff have to be on the campus for more than twelve hours a day. The same is true also when the staff are conducting intensive training programmes for students.

For intensive courses organized by the Religious Unit or Islamic Religious Groups, the day starts even earlier, to accommodate *Subuh* (morning) prayer which started at about 5.30. This is normally followed by a *kuliah subuh* (morning religious lecture) given by the Religious officers, themselves or University staff, or an invited *ustaz* (religious teacher), or guest speaker from outside the University.

Generally, the service functions of the HEP, such as the provision of materials and equipment for students' activities and inquiries concerning students' scholarships, are performed by the general (junior) staff. It is mostly the student leaders who see the senior staff. The daily work of the senior staff is mostly related to studying the feasibility of students' project proposals, preparing recommendations for the approval or rejection of students' activities to be forwarded to the TNC, consultation with students, either individually or in groups, and making decisions on matters within their units' jurisdiction.

3.8 SUMMARY

This Chapter has given a picture of the Malaysian University system and its administration. Background information with regard to the creation of the present form of Personnel Services reveals the strong relationship between the University (including the Student Affairs Division) and the government. On the basis of observation of the daily activities of the office of the Student Affairs Division in UPM some indication of time allocated for service provision has been given. From this perspective, at least, some differences in the roles of senior and general staff could be seen. As professionals, the senior staff, for example, do not confine their services to formal working hours. This information is useful as the basis for the discussion.

CHAPTER FOUR

STUDENT COMMUNITY AND UNIVERSITY LIFE

4.1 INTRODUCTION

The growth of the student population in Universities in Malaysia has been very rapid. In the case of UPM, for example, the total percentage increase in the total number of students for the period of 20 years (1970-1990) has been close to 1,800 per cent, and the pattern in other universities has been similar. In 1973, UPM offered only three Degree Courses and four Diploma Courses - by 1991 it had twenty-four Degree Programmes and seven Diploma Programmes. Because of this vast expansion, the close-knit community which existed in the former Serdang College could no longer be preserved in the modern UPM, and the establishment of a specialized administrative entity of Student Personnel Services, was seen as imperative.

Students of Malaysian Universities come from diverse backgrounds, in terms of ethnicity, socio-economic status, entry qualification and previous education. Student radicalism and antagonism to the government has also been a problem. Despite these problems, students are regarded as a valuable national resource, to be turned into a product ready to serve the nation.

Since Universities in Malaysia are entirely government funded, the government cannot accept any failure, which would be a waste of resources. It wants the number and quality of the product to be closely monitored and controlled. Importance is therefore attached to devising controlling mechanisms, to ensure that students achieve the goals set by the government - hence the key role assigned to Student Personnel Services is being emphasized. These points will be explored in detail in this chapter.

4.2 THE DEVELOPMENT OF THE STUDENT COMMUNITY AT THE UPM

Although the UPM was officially granted University status in 1971, it continued to perform its earlier function of producing graduates with diplomas in agriculture and related fields. Not until 1973 did UPM begin to take students into its bachelor's degree programme.

Unlike the University Malaya, the Universiti Kebangsaan Malaysia, the Universiti Sains Malaysia and the Universiti Utara Malaysia which produce only Bachelors and Postgraduates, UPM and UTM continue to offer courses leading to diploma qualifications. The total enrolment for Diploma Students continued to increase until 1977/78, though the rate of increase began to slow down in 1973 when UPM began to admit Bachelor's Degree candidates (see Table 15). 1977/78, 1978/79 and 1979/80 showed an actual decrease in Diploma enrolment, coinciding with graduation of the first Bachelor degree holders. Since then the situation has fluctuated, with modest increase in some years and decrease in others. Degree enrolment, in contrast, has risen extraordinarily throughout the period, with the single exception of the year 1986-87. It was in the 1980/81 session that the total enrolment of Degree candidates started to outnumber Diploma candidates.

By the fifteenth year since UPM's establishment student numbers had reached 7,000. Enrolment stabilized in the period 1985 to 1989 when the ratio of Diploma to Degree students was more or less 2.7 (Diploma) to 4.5 (Degree). However, numbers were suddenly increasing again in 1989/90 and 1990/91. By the 1990 session, the total enrolment was 8,877, excluding enrolment at Bintulu (Sarawak) Campus, discussed separately. It is estimated that the total enrolment of UPM, Serdang Campus will be 10,471 by the year 1994 (UPM, *Pelan Induk 10 Tahun*, 1985-1994). Only three years after the first intake of Degree students, the number of Degree Programmes exceeded that of Diploma Programmes (Table 15).

The student population in the Bintulu Campus has also developed very rapidly. The first two academic programmes created at the branch campus were *Diploma Pertanian* (Diploma in Agriculture) and *Diploma Perhutanan* (Diploma in Forestry). The first intake of students of the two programmes was in 1976/77. In 1983/84, *Diploma Perniagaan Tani* (Diploma in

Agribusiness) was introduced. Two Institutes have been created within the Branch Campus, namely, *Institut Pengajian Sains Gunaan* (Institute of Applied Sciences) and *Institut Pengajian Sains Sosial dan Pengurusan* (Institute of Social Sciences and Management). Table 16 indicates the development of student enrolment at the Bintulu Branch Campus.

In 1991, it was decided that the UPM Branch Campus at Bintulu would become the nucleus for a new University to be established in Kota Samarahan, near Kuching City, and named Universiti Malaysia Sarawak.

TABLE 15
GROWTH OF KPM/UPM STUDENT ENROLMENT, 1969-1991

YEAR	DEGREE			DIPLOMA		
	ENRL.	INCR.	%	ENRL.	INC.	%
69/70	0	0	0	525	0	0
70/71	0	0	0	545	20	3.8
71/72	0	0	0	770	225	41.3
72/73	0	0	0	1042	272	35.3
73/74	114	0	0.0	1394	352	33.8
74/75	378	264	231.6	1722	328	23.5
75/76	696	318	84.1	1866	144	8.4
76/77	1060	364	52.3	1940	74	4.0
77/78	1270	210	19.8	1898	-42	-2.2
78/79	1375	105	8.3	1769	-129	-6.8
79/80	1523	148	10.8	1678	-91	-5.1
80/81	1721	198	13.0	1680	2	0.1
81/82	2050	329	19.1	1945	265	15.8
82/83	2596	546	26.6	2363	418	21.5
83/84	3150	554	21.3	2705	342	14.5
84/85	3885	735	23.3	3168	463	17.1
85/86	4419	534	17.0	3004	-164	-5.2
86/87	4101	-318	-7.2	2740	-264	-8.8
87/88	4447	346	8.4	2799	59	2.2
88/89	4606	159	3.6	2747	-52	-1.9
89/90	5152	546	11.9	2777	30	1.1
90/91	6022	870	16.9	2855	78	2.8

Source: Academic Office, 25th. July, 1991.

TABLE 16
UNIVERSITI PERTANIAN MALAYSIA
DEVELOPMENT OF STUDENT ENROLMENT
AT BINTULU BRANCH CAMPUS

YEAR		NUMBER OF INCREASE	% OF INCREASE
76/77	145	-	-
77/78	244	99	68.3
78/79	306	62	25.4
79/80	290	-16	-5.2
80/81	308	18	6.2
81/82	380	72	23.4
82/83	415	35	9.2
83/84	532	117	28.1
84/85	730	198	37.2
85/86	679	-51	-7.0
86/87	688	9	1.3
87/88	720	32	4.5
88/89	762	42	5.8
89/90	696	-66	-8.7
90/91	867	171	24.6

Source: UPM, Academic Office, 1991

TABLE 17
UNIVERSITI PERTANIAN MALAYSIA
THE DEVELOPMENT OF ACADEMIC PROGRAMMES
1973-1991

YEAR	NEW PROGRAMMES		NUM.	DIPLOMA	NUM.
	DEGREE				
73/74	B.S.(PERT.) D.V.M. B.S.(PERHUT)	3		DIP. PERT. DIP.PEMB.MANS. DIP.SAINS PEND. DIP.KES.HAIWAN	4
74/75	B.S.PERNG.TAN	4		DIP.PERIKANAN.	5
75/76	B.S.SAINS.PEN B.KEJ.PERT.	6			
76/77	B.S. ALSEK B.S.EKON.SUMB. B.S.TEK.MAKAN	9		DIP.PERHUTANAN	6
77/78	B.S.PEMB.MANS B.P.PENDI.PERT. B.P.SRT	12			6
78/79	-	12			6
79/80	B.PEND.PJ	13			6
80/81	-	13		DIP.KEJ.PERT.	7
81/82	B.S.KEP (Intake Stopped) B.P.PBMP B.P.B&K	16	-		7
82/83	B.P.TESL	17	-		7
83/84	B.S.KOMPUT.	18		DIP.PERNG.TANI	8
84/85	B.KEJ.AWAM	19	-		8
85/86	B.KEJ.ELEKTR. B.KEJ.MEKANIK. B.PERAKAUN	22	-		8
86/87	B.S.HORT. B.S.BIOTECH.	24		DIP.SAINS. PEN (Intake Stopped)	7
87/88	-	24	-		7
88/89	-	24	-		7
89/90	-	24	-		7
90/91	-	24	-		7

Source: UPM, Academic Office, 1991

Table 18 shows that although the creation of new academic programmes may have some influence on the total growth of student enrolment, this is not always the case. Sometimes, even with the creation of a new academic programme, the rate of enrolment increase has slowed down, whereas even though since the 1986/87 session, no new academic programmes have been introduced, overall enrolment continued to grow. This indicates that factors other than the increased number of academic programmes influence the growth of the student population. Indeed, as we have already seen, universities in Malaysia have been developed according to national objectives. The Fifth Malaysia Plan, for example, set out the strategy for higher education as follows:

1. The growth of higher education must be based on the demand for manpower, taking into consideration the rate of population growth.
2. The capacity of local higher education institution must be increased in order to enable more students to be admitted, to correct the imbalance between the number of students studying locally and abroad.
3. Pre-University preparatory programmes, such as A Level (British), matriculation/basic studies and diploma should be broadened to enable Malaysian students to transfer to second or third year level at overseas Universities.
4. Polytechnic qualifications should be regarded as comparable to other qualifications for admission into local Universities.
5. Local Universities are encouraged to establish twinning programmes with good and well-known foreign Universities and to join the 'International Baccalaureate', to enable Malaysian Students transfer to foreign Universities which offer the same courses.
6. Local Universities should, overall, prioritize producing diploma graduates above the degree graduates.
7. Local Universities should concentrate more on professional courses.
8. The science and technology programmes should prioritize the applied rather than pure sciences.

TABLE 18
UNIVERSITI PERTANIAN MALAYSIA
PERCENTAGE OF INCREASE IN STUDENT ENROLMENT AND ACADEMIC
PROGRAMMES

YEAR	DEGREE ENROL.	ACADEMIC	DIPLOMA ENROL.	ACADEMIC
69/70	-	-	-	-
70/71	-	-	3.8	-
71/72	-	-	22.9	-
72/73	-	-	35.1	-
73/74	-	-	33.8	-
74/75	231.6	33.3	23.5	25.0
75/76	84.1	50.0	8.4	0
76/77	52.2	50.0	4.0	20
77/78	19.8	33.3	-2.2	0
78/79	8.3	0.0	-6.8	0
79/80	10.8	8.3	-5.1	0
80/81	11.7	0.0	2.0	16.6
81/82	30.6	23.1	15.9	0
82/83	26.6	6.3	21.5	0
83/84	21.3	5.8	14.5	14.3
84/85	23.3	5.5	17.1	0
85/86	13.7	15.8	-5.2	0
86/87	-7.2	9.1	-8.8	-12.5
87/88	2.2	0	8.4	0
88/89	3.6	0	-1.9	0
89/90	11.8	0	1.1	0
90/91	16.9	0	2.8	0

Source: UPM, Academic Office, 1991

9. Local Universities should coordinate their academic system, such as semester and term and credit system, in order to enable students to transfer from one university to another.
10. Modern teaching technology should be used more widely and the concept of 'Open University' should be considered.

One effect of the above policy was that UPM ceased to take students into the programme of *Bachelor Sains Dengan Pendidikan Kepujian* (Bachelor of Science cum Education, Honours) beginning 1987/88 session, and the whole course was dropped as from 1990/1991. Diploma intake for the same programme was stopped a year earlier and the whole programme of *Diploma Sains dengan Pendidikan* was suspended in 1989/90, in accordance with the Ministry of Education's policy to control the outflow of graduate teachers in science subjects and to encourage the development of applied rather than pure sciences. Here is a clear example of the economic requirement of the country overriding purely academic considerations.

Another effect of the government's new policy on higher education has been the introduction of Matriculation programmes. In the 1986/87 session Science Matriculation was introduced and 241 pioneer students were taken. The following year Matriculation for the programme of Teaching English as a Second Language (TESL) was introduced in response to a government directive, in view of the shortage of English teachers in secondary schools. The intake and enrolment of matriculation candidates has continued to grow as shown in Table 19. Thus, it can be seen that the size and composition of the student body is overwhelmingly determined by government policy.

TABLE 19
UNIVERSITI PERTANIAN MALAYSIA
THE INTAKE OF MATRICULATION STUDENTS 1986-1991

YEAR	MATRIK SAINS		MATRIK TESL	
	INT	ENR.	INT.	ENR.
86/87	241	241	-	-
87/88	502	743	119	119
88/89	532	1028	40	158
89/90	535	1097	50	91
90/91	532	1062	52	103

Source: UPM, Academic Office, 1991

4.3 STUDENT BACKGROUNDS

In Malaysian Universities, the rural or urban backgrounds of students, their ethnic groups, the type of accommodation they live in, their gender and age, all in one way or another, have some bearing on their needs during the course of their studies in the University. Theoretically speaking, consideration of the general needs of the student community should be the basis for the provision of Student Personnel Services.

4.3.1 Rural/Urban Background

The rural-urban backgrounds of students is related to several factors such as their parental background, the type of socialization they have experienced, and the nature of their schooling prior to their admission to the University. Parental background can be looked at in terms of, for example:

1. The location of their parents' homes.
2. Their occupation.
3. (1) and (2) above are very likely to characterize their socio-economic status.

Students will have undergone their secondary education, in either Boarding Schools or Day Schools, which may be further sub-classified (refer Appendix Three).

4.3.2.1 The Boarding Schools

Boarding schools in Malaysia were originally introduced by the British Colonial Government to educate the children of Malay Elites. However, since 1969, their function has been mainly to prepare good *Bumiputera* candidates for University admission.

Pupils in the Boarding Schools are selected based on the UPSR (Primary School Evaluation Test) results. Basically, only pupils who get Grade A in all the five subjects examined are admitted. The next consideration would be their rural or urban background; where pupils

have equal qualification, priority is given to those from a rural background. Because places are limited, and those academically eligible outnumber the places available, most places are taken by pupils from rural schools.

Most boarding schools are single sex schools, so, for five to seven years (except during the vacation) their pupils are exposed only to a single sex environment. This may create difficulties of psychosexual adjustment, and problems in relating to staff of the opposite gender, when those pupils enter university.

The role of the national student or youth organizations is also important in moulding the behaviour of the boarding school students. Because they are generally all *Bumiputera* and Muslim, the Schools' Islamic Religion Association is normally very strong, providing a fertile recruitment ground for university Islamic groups, some of which are strongly linked to the Pan-Islamic Party and the ABIM, the fundamentalists in Malaysia.

In Malaysia, Muslims and Malays are synonymous, according to the country's constitution. It is this ethnic group that the government aims to help. Yet, Muslim activists are continuously campaigning against the present government, because it is secularist. This strong Islamic linkage between students and the opposition party is one reason for the care taken by the government and the university.

In terms of emotional stability, students from the boarding schools may do better than others on transfer to university, because they will find among the older students, many former school colleagues who help them adjust to campus life. This is also a factor in the strength of the student Islamic groups, whose leaders are able to maintain strong inter-university linkage through the *surau* (mini-mosques), despite the University and University College Amendment Act of 1975.

4.3.2.2 Rural day school for Malays.

These type of schools are normally located in somewhat remote areas with poor learning facilities. If it were not for government intervention in posting of staff, there would probably be few teachers willing to teach in these schools. Pupils attending them are those who failed to gain entry into the Boarding Schools. They are mainly the children of farmers, rubber tappers, fishermen and the like. Only a very small number of students from these schools manage to get through to Universities. Those who do, are normally complete strangers when they first register as University students.³ They might be the only students from their schools who have managed to get to University and rarely meet alumni of their schools as their seniors in the University. This can create problems in their social life in the university.

Although such students have attended co-educational schools and boy-girl relationships are not new to them, they face other problems of social adjustment. They have been used to attending school from 7.45 in the morning until 1.00 o'clock in the afternoon, and spending the rest of the day at home with their parents and siblings in the '*kampung*' (village) environment perhaps helping with farming or fishing. Once they register as students they are required to live in University Accommodation for their first year in the University. Sharing with people other than their own family members is a new experience to them, and they often have problems in their relationships with their room-mates, as found by the researcher during the course of his experience as a College Master or Principal.

In terms of leadership position, theoretically, these students do not have the same advantage as the boarding school students as far as receiving guidance from their seniors is concerned. Only those who have extraordinary leadership qualities advance to top positions in campus politics.

4.3.2.3 Established former English-Urban-Missionary schools for non-Malays.

These students are mainly Chinese and Indian students from big towns. The *Bumiputera* in such schools are normally the children of established businessmen or of government servants. At one time, the Malays tended not to send their children to these schools either for religious reasons, or because they could not afford to pay school fees. Today, however, the government sometimes places rural pupils in these schools by establishing *asrama* (hostels) in the city for rural *Bumiputera* pupils.

The relationship between these schools and the local and overseas Universities is not new, as at one time they were the main suppliers of university candidates. Thus, the concept of university is not as strange to their pupils as it is to many from the rural day schools.

4.3.2.4 Schools in small towns with predominant Chinese or Indian population.

Students from this type of school normally have some problem with their '*Bahasa Malaysia*' (Malaysian Language). Some of the pupils had their primary education in Chinese National Primary Schools or Tamil Primary Schools, which are located in predominant Chinese or Indian areas and naturally use the languages of the ethnic groups they serve.

The policy in the UPM that all first year students must stay in the University Residential Colleges, may pose some social and cultural problems for these pupils, such as being given new foods (perhaps forbidden by their religion) or rooming with someone from different ethnic/linguistic group. Even in the University Malaya under the Colonial British administration, the sensitivity of social and religious differences was recognized, especially with regard to the food provided in student hostels.

For such reasons, these students tend to group with those of their own ethnic group. These students are very conspicuous because of their small number and distinct physical characteristics, and racial prejudice can be a problem, increasing the tendency of some groups to remain isolated from university life as a whole.

4.3.3 The general profile of the UPM students

We have seen that the different backgrounds of students means that the educational facilities to which they have been exposed differs widely. Whereas students from urban and boarding schools have been helped by exposure to modern educational facilities, students from rural areas succeeded through their own sheer determination and personal abilities. Because these students came from different kinds of physical and social environments, two separate sub-cultures tend to exist, even among the Malay students themselves.

As mentioned earlier, the prime objectives of Universities in Malaysia are to fulfil the political, economic and social demands of the country. These requirements are reflected in the profile of students in Malaysian Universities including UPM. As part of the Federal Government's effort to realize the objectives of the National Economic Policy to eradicate poverty and to restructure the society, various kinds of support are provided to the rural people. For example, outstanding students from the rural areas are taken out of their home environment and put in a more competitive but conducive learning environment in the boarding schools. Financial assistance in the form of scholarships is also made available. These efforts have resulted in a sudden increase in the number of students from rural backgrounds at the University.

A study conducted by a research team in the UPM headed by Nordin Kardi (Nordin Kardi et. al, 1988) in one of the university's residential colleges showed that students from rural backgrounds outnumbered those from urban backgrounds. Overall, 64.8 percent of the new UPM students for the 1986/87 session were from rural areas (see Table 20).

TABLE 20
UNIVERSITI PERTANIAN MALAYSIA
DISTRIBUTION OF NEW STUDENTS IN A
RESIDENTIAL COLLEGE BASED ON HOME BACKGROUND AND
PROGRAMME BY PERCENTAGE 1986/87 INTAKE (N=260)

HOME/ PROGRAMME	MATRIK.	DIP.	DEGREE	OVERALL
Urban	28.0	28.4	53.2	35.2
Rural	72.0	71.6	46.8	64.8

Source: Nordin Kardi et. al, 1988

The percentage of rural students in Diploma and Matriculation programmes is slightly above 70 percent, whereas the percentage of rural students in the Degree Programme is considerably lower than that of urban students. A repeat study, in 1989/1990 used an additional category of background, namely 'small town background' which slightly affects the percentages of the rural and urban categories. However, the percentage of the rural students overall remains the greatest and, in fact, even in the Degree Programme, the percentage of rural students (53.4%) is higher than that of urban students (see Table 21).

To verify this data, archive work was done. Since official data from the University is not available, the researcher classified students into two categories, rural and urban, on the basis of their home addresses. The result, shown in Table 22, is generally consistent with the two previous studies, indeed, it is almost identical with the first research (Nordin Kardi, et al, 1988). It is shown that almost two-thirds of UPM students are from rural backgrounds.

TABLE 21
UNIVERSITI PERTANIAN MALAYSIA
THE DISTRIBUTION OF NEW STUDENTS IN A
RESIDENTIAL COLLEGE BASED ON HOME BACKGROUND AND
PROGRAMME BY PERCENTAGE 1989/90 INTAKE (N=390)

HOME/ PROGRAMME	MATRIK.	DIP.	DEGREE	OVERALL
Big Town	7.1	23.3	31.9	27.2
Small Town	21.4	9.9	14.7	12.8
Rural	71.4	66.9	53.4	60.0

Source: Nordin Kardi et.al, 1989

Students from rural home backgrounds have not necessarily received their secondary education from rural schools. A survey (Nordin Kardi et.al, 1986) on 260 students in a Residential College in UPM indicated that 59.8 per cent of new students had received their secondary education from schools in urban areas. The same survey was repeated in 1989/90 involving 390 students, revealing that 64.1 per cent were from urban schools. This data reflects the government programmes for helping rural students by providing boarding schools places, referred to earlier.

TABLE 22
UNIVERSITI PERTANIAN MALAYSIA
THE DISTRIBUTION OF STUDENT ENROLMENT BASED ON THEIR HOME
BACKGROUND 1991/1992 (N=9,639)

BACKGROUND	NUMBER	PERCENTAGE
RURAL	6,207	64.4
URBAN	3,432	35.6
TOTAL	9,639	100.0

Malaysia was traditionally an agricultural state. Although the emphasis of the national development today is no longer placed on agriculture, but rather on the manufacturing industry, the rural area continues to perform its traditional agricultural functions. Since all the data indicated that the biggest majority of the students are of rural background, it would be expected their parents would mainly be occupied in farming. This hypothesis was proved correct by the 1989/1990 survey referred to earlier (see Table 23).

The second largest group are those whose parents are government servants; the prominence of Malaysia's government sector, whereas the Chinese and Indians are engaged more in the private sector. This could also be related to the previous data that 12.8 percent (see Table 21) of students are from small towns, since most government servants (such as teachers, land office staff *et cetera*), working in rural areas do not normally live in the rural area, but prefer to commute to their place of work from the nearest township, where they are able to buy houses with the help of government low interest housing loans.

The variation in students' educational and parental backgrounds underlines the variety of needs of students, an understanding of which will help the University to establish appropriate Student Personnel Services.

TABLE 23
UNIVERSITI PERTANIAN MALAYSIA
THE DISTRIBUTION OF NEW STUDENTS BASED ON
PARENTAL OCCUPATIONS 1989/90 (N=390)

OCCUPATION	PERCENTAGE
Farmer	35.6
Government Servant	34.9
Employee in Private Company	12.8
Businessman	12.6
No response	4.1

Source: Nordin Kardi et al, 1989

4.3.4 Ethnic group

The ethnic factor is basic to pupil's socio-cultural differences and their socio-economic status. Most Malays come from the rural area, and have lower socio-economic status. Thus, they have to rely on government scholarships or loans to support their study in the schools up to the University. The Chinese and Indians generally come from higher socio-economic groups, and could still survive on University campus even if they were not provided with scholarships. Many of the Malay students were the first person in their families to be admitted to higher education and, in fact, some students were the first from their villages, whereas to the non-Malays, University education is not a new phenomenon, as these groups have historically had educational advantages over Malays.

The ethnic factor delineates the discriminatory nature of the University administration.

Issues that are discriminatively administered include:

1. Entry qualification.
2. Allocation of course/faculty.
3. Award of scholarship.
4. Admission quota.

The demand from the indigenous group, *Bumiputera*, has resulted in the setting of quotas for their admission, while later, demand from non-*Bumiputera* influenced the decision to enlarge the Universities and increase enrolment. One role of Student Personnel Services is to ensure that all *Bumiputra* students are provided with sponsorship, as their ability to participate in higher education is vital to government efforts to restructure the society.

4.3.5 Students' age

Another important consideration in understanding the background of the students is their ages. Students can be classified into two categories, namely the traditional and non-traditional. The traditional students are defined as those who have gained entry to the University direct from school. These are normally 20 years old or less. The non-traditional students are students who, prior to their admission to the University, had spent some time in the job market. The majority of these of students were above twenty years of age and most are experienced teachers. These often have families to support and home responsibilities to attend to, as well as their studies. To enable them to fulfil their domestic responsibilities, they commonly negotiate with their lecturers to attend lectures only from Monday to Friday afternoon, and even, if possible, not to have classes on Monday morning. Such students do not use Student Personnel Services at weekends, when they are at home, but in view of their conflicting roles, counselling may sometimes be very important to them.

Generally, the age composition of students in UPM is related to their entry qualifications. There are basically four types of qualification accepted as the major selection criteria. These are:

1. SPM/SPVM (*Sijil Pelajaran Malaysia/Sijil Pelajaran Vokesional Malaysia* or Malaysian Certificate of Education/Malaysian Certificate of Vocational Education) for Diploma and Matriculation Programmes only.
2. STP (*Sijil Tinggi Pelajaran* or Higher School Certificate) to gain entry straight to the first year Degree Programmes.
3. Teaching Certificates from Teacher's Colleges with minimum of five year's teaching experience (for courses leading to Bachelor of Education only).
4. Diploma awarded by UPM or its equivalent for the first year Degree Programme.

The route to various UPM courses is illustrated by Table 25 which also shows the ages of students in the University. At the age of 18 students can enter the University Pertanian Malaysia if they achieve a very good grade (grade one) in their SPM (Malaysia Certificate of Education).

Generally, the best of these are admitted to the Matriculation programme and the rest are selected to the Diploma programme.

The second route to UPM is through STP (Higher School Certificate), generally with a minimum of 2 good (Grade C and above) major passes and 1 subsidiary pass. The University had found it difficult to get sufficient candidates with STP Science qualification to fill the *Bumiputera* quota in the Degree courses, so they provided a matriculation programme, as well as allowing Diploma Students who gained excellent results in their First Year examination, to transfer to the First Year Degree programme, as alternative ways of meeting quota requirements.

A survey conducted on 390 new students at a residential college in 1989/90 session indicated that more than two thirds of new students were admitted with SPM qualifications only, while 32.8% had STPM (see Table 25).

TABLE 25
THE DISTRIBUTION OF NEW STUDENTS BY SPM AND STPM
QUALIFICATION (N=390)

QUALIFICATION	NUMBER	PERCENTAGE
SPM	262	67.2
STPM	128	32.8
TOTAL	390	100.00

Source: Nordin Kardi et.al, 1989

TABLE 25
THE ROUTE TO UPM DEGREE AND DIPLOMA COURSES BY STUDENTS'

AGE		PROCESS	
		TRADITIONAL AGED STUDENTS	NON-TRADITIONAL STUDENTS
7		Admission to Primary Education	
13		Admission to Lower Secondary	
15		Examination SRP	
16		Passed - proceed to Form Four Academic/Technical School/ Vocational School	
17		Fifth Form and Examination SPM/SPVM	
18		<div> <div>Passed</div> <div>proceed to</div> </div> <div> UPM FIRST YEAR DIPLOMA Matrik 1 (UPM) OR LOWER Form SIXTH FORM (SCHOOL) STP </div>	<div> Failed Job Market </div> <div> Teacher's College or other Colleges offering Diploma Courses or direct employment or Failed enter Job Market </div>
19		<div> SECOND YEAR DIPLOMA Matrik 2 (UPM) OR UPPER SIXTH FORM (SCHOOL) STP </div>	<div> Failed enter Job Market </div>
20		<div> THIRD YEAR DIPLOMA Passed - proceed to FIRST YEAR DEGREE </div>	<div> Nontraditional* students - Diploma holders, Private STPM, Teaching Certificate </div>
21		<div> FOURTH YEAR DIPLOMA* SECOND YEAR DEGREE </div>	
22		<div> GRADUATED WITH DIPLOMA THIRD YEAR DEGREE </div>	
23		<div> FOURTH YEAR DEGREE </div>	
24		<div> FIFTH** YEAR DEGREE GRADUATED WITH DEGREE </div>	

(Note: ** applicable to students of Doctor of Veterinary Medicine Degree Only)

The third route to UPM is through a special admission process that takes working experience into account. However, this seems to be applicable only to courses leading to the Bachelor of Education Degree in various fields. Teachers with at least five years experience in teaching, who have permission from the Ministry of Education to be released from their teaching job, and who achieved good results in their SPM and STP examinations, are called for admission interviews. If successful, they will normally be granted half-pay study leave by the Ministry of Education for the whole duration of their course of studies. The UPM is yet to consider working experience other than teaching, as criterion for admission. Thus, other non-traditional candidates can only enter the University by sitting privately the Higher School Certificate Examination.

4.3.6 Gender

Although in Malaysia there is no sex discrimination in the eyes of the law, the culture differentiates the expected roles of males and females. In terms of career, for example, men and women are treated equally as far as their salaries are concerned, but the number of women in top management is still very small. Similarly, within the campus community, gender determines students' role.

With the so-called 'Islamic resurgence' in Malaysia, the segregation between male and female students is becoming more obvious. Male and female students are discouraged from participating in activities that involve both sexes. Research on students' expectations regarding campus life revealed that some felt there should be separate residential colleges, dining halls and sports halls for male and female students (Nordin Kardi, Abd. Majid and Hassan Che Mat, 1985). Moreover, some lecturers who are Islamic activists, segregate male and female students in lecture halls, either by requiring women to sit at the back, or by creating a vacant middle row that divides male and female students.

Students' gender distribution provides another foundation for the understanding of students' background. With regard to admission, officially, both men and women are treated equally based on their merit. However, the UPM's graduates register (Diploma to PhD) for

1990/91 (UPM, *Penyata Tahunan*, 1991) indicates that the number of males is slightly higher than that of females (see Table 26). However, data extracted from the Minutes of the Board of Accommodation of UPM (*Minit Mesyuarat Lembaga Kediaman Pelajar ke 42, 20 Jun 1990*) for the 1990/91 session show a smaller difference than that indicated in the graduate register (see Table 27)

TABLE 26
UNIVERSITI PERTANIAN MALAYSIA
THE DISTRIBUTION OF UPM GRADUATES BY GENDER 1990/91 (N=1094)

GENDER	PERCENTAGE
Male	61.6
Female	38.4

Source: UPM, *Penyata Tahunan*, 1991

TABLE 27
UNIVERSITI PERTANIAN MALAYSIA
THE DISTRIBUTION OF NEW STUDENTS BY GENDER 1990/91 (N=2774)

GENDER	PERCENTAGE
Male	53.0
Female	47.0

Source: *Minit Mesyuarat Lembaga Kediaman Pelajar ke 42, 20 Jun 1990*

4.3.7 Student accommodations

The majority of students were provided with University accommodation. The UPM used to be a fully residential educational higher institution. In 1990/91, there were nine Residential Colleges on UPM campus, capable of accommodating 6,128 students (as in the 1990/91 session).

All first year students are required to live on campus, as this is believed to aid their adjustment to university life. The minutes of the **Meeting of the Board of Residential Colleges Number 42, 1990** reveal that only 7.1 per cent of new students were given exemptions to live in accommodation other than the residential colleges. Older, married students, however, prefer to rent private accommodation in the adjacent township of Sri Serdang, so there are usually vacancies in the Residential Colleges. The overall distribution of students according to their type of accommodation is shown in Table 28.

TABLE 28
THE DISTRIBUTION OF UNDERGRADUATE
STUDENTS BASED ON THE TYPE OF ACCOMMODATION BY PERCENTAGE
1990/91

TYPE OF ACCOMMODATION	NUMBER	PERCENTAGE
Residential Colleges	6,128	66.7
Off Campus	3,059	33.3
TOTAL	9,187	100.0

Source: *Minit Mesyuarat Lembaga Kediaman Pelajar
ke 42, 20 Jun 1990*

4.4 STUDENT POLITICAL ACTIVISM

Karim (1984) claims that student political activism in Malaysia can be traced back to the establishment of the *Kesatuan Melayu Muda* (Young Malay Union) in the 1930s by students at Sultan Idris Teacher Training College opposed to British colonialism. The College was at that time the highest educational institution for Malays in Malaya, and its principal¹² was said to be instrumental in inculcating the spirit of Malay nationalism among the students.

However, it was in the late sixties that student political awareness began to grow. The students' revolt in France against De Gaulle in 1968 had an impact on the student movement all over the world, including Malaysia (Karim, 1984).

In the Malaysian General election 1969 the University Malaya Student Union organized public rallies in which about 100,000 manifestos were distributed, and following the race riot of 13 May 1969, involved in a campaign to topple the Prime Minister, on the grounds that he had failed to implement the *Bahasa Malaysia* and National Education Policy, and was alleged by some student leaders, to have conceded too much to the demands of the Chinese Community (Karim, 1984). The students were dispersed by police who invaded the campus.

In the early seventies, student politics was very much influenced by the socialist ideology. Several lecturers were active in spreading socialist ideas. Prominent activists like Abdul Rahman Embong, a graduate of LSE, who has been missing from the country since 1974, and Syed Hussien Ali who was for a considerable period detained under the Internal Security Act and is currently President of the Malaysian Peoples Socialist Party played a prominent role in the student activism of the period.

From 24-26 August, 1972, about 1,000 students from a variety of higher education institution were involved in a mass demonstration protesting against the establishment of a semi-government college, 'Tengku Abdul Rahman College'. To the embarrassment of the government, the student groups again demonstrated during the visit of the Indonesian Minister of Education to the Universiti Kebangsaan Malaysia on the 26th of August, 1972. They claimed to

¹² A Briton, by the named of O.T Dussek. He was said to be very sympathetic to the Malays' backwardness and thus very much loved by the students of SITC.

represent major national student organizations including the Federation of Malay Student Association and the National Association of Muslim Students, together with some local groups.

The students groups attempted to initiate a dialogue with the then Minister of Education, Hussein Onn¹³, but he refused to participate, saying 'a dialogue between one person and 700 to 1000 persons is not a dialogue' (Gemasiswa, 1 September, 1972, p.1). The demonstration was later quelled by the Anti-Riot Police Unit.

1973 and 1974, in particular, were years of chaos in Malaysian Universities. Mass demonstrations became more frequent. Among the biggest was the demonstration in front of the USA Embassy (AIA Building) against USA support for the World Zionist movement, also that against the government for allegedly ignoring the problems of poverty and starvation in Baling. Following the December 1974 Demonstration, thousands of University students were detained - some for only two days, but others for several years.

After 1974, there was a change in the style of the student movement, due to changes in the political environment. The University and University College Act 1971, Amendment 1975 began to be fully implemented, as a result of which students' formal political activism was completely paralysed. Debates and the like could only be held with the permission of the Vice Chancellor, who would usually only grant permission if the activity was closely supervised by University administrators. Politicians, especially those from the opposition party, were restrained from entering campuses.

A number of political groups have existed in Malaysian Universities. In the Universiti Malaya, in the early seventies existed two groups, the socialist group and the nationalist group. In the UKM in the early years of its establishment, two Islamic groups, the liberal Party and the Reform Group, competed for the various leadership positions in the UKM Student Union¹⁴.

¹³ Hussein Onn is the third Prime Minister of Malaysia since Independence.

¹⁴ The 'Parti Liberal' (Liberal Party) led by Ramli Ibrahim of the Islamic Faculty contested against Idris Jusi who led the 'Golongan Reformasi' (Reform Group). Ramli Ibrahim of the *Parti Liberal* came out as the President of PMUKM in 1971. Idris Jusi was the only candidate of *Golongan Reformasi* who won a seat in the election. The following year, Idris Jusi under the banner of 'Kabinet Sedar' was again challenged by the successor of Ramli Ibrahim that used the name called 'Kabinet Dedikasi' (Dedicated Cabinet). The former Secretary General of PMUKM under Ramli Ibrahim, Mohammad Kassim, helped campaigning against Idris Jusi. However, in that fight, Idris Jusi turned out to be the winner. These later came to terms and joined Malaysian Islamic Youth Movement under the leadership of Anwar Ibrahim who is presently the Malaysian Finance Minister.

At the national level, there are two rival groups of national student organizations, the Federated Malay Students Union (GPMS) and the National Association of Muslim Students (PKPIM). GPMS was formed in 1948 and PKPIM in the sixties as a subsidiary association to cater for non-Malay Muslim students, since the membership of GPMS is confined to Malay students.

The rivalry between them came about when the idea of Islamic fundamentalism began to be introduced in the PKPIM. When the idea of '*anti-assabiyah*' (anti-nationalism) was inculcated into the members of PKPIM, GPMS was branded as a 'Government Agent' because of its tradition of moderation and cooperation with the government and its ideology of Malay Nationalism. Indeed, the Prime Minister, Dr. Mahathir, Abdullah Ahmad Badawi, the present Foreign Minister, and Musa Hitam, the former Deputy Prime Minister, to name only a few, were former GPMS leaders. Student activism, which has been predominantly anti-government, was one reason for creation of the HEP as government control agent in the University in 1975. Justifying this action, the late Tun Dr. Ismail (Gemasiswa, 1972), the then Deputy Prime Minister, said that certain aspects of life in developed countries, such as student mass demonstration expressing dissatisfaction or disappointments with the social system, are inappropriate in developing countries.

Today, it is commonly said that the AKTA is the main factor for apathy towards student activism in Malaysian campuses. Armed with the AKTA the University authority is alleged to have domesticated its students to become fully subservient to the will of the authority. However, a look at student participation even during the era of activism, shows that student apathy is nothing new. In 1972, during the peak period of student activism, the UKM Student's newspaper, Gemasiswa (1972) reported:

'Based on the Annual General Meeting of the Economic Student Association, Humanity and Social Science Student Association, Language and Literary Study Club, and History Student Association, students attendance were very poor. The student election was received with cold attitudes. These reflected that students involvement is very poor' (Gemasiswa, Bil. 4, 1972, p.1).

The students' political groups have themselves been partly responsible for student apathy, as in their efforts to achieve their own objectives, they have acted undemocratically. *Mahasiswa Negara*, the UM Students' newspaper reported that:

During the election of the Fifteenth Universiti Malaya's Students' Council on 17 July, 72 there found some undesirable elements such as the breach of the code of conduct of the election. Back stabbing, accusations and character assassination are rampant (*Mahasiswa Negara* 5 Sept. 1972, p.7).

Students' leaders were cliquish and attempted to prevent those who did not belong to their group from participating in their activities. *Gemasiswa* (1973) reported:

PMUKM seldom advertised its activities. Members were not invited to participate in major organizational functions. The handover of power from the previous committee to the new ones was done in a very secretive manner. The Presidential Policy Speech which was regarded by members as very important was delivered in front of a very small number of members (*Gemasiswa*, Bil 7, 1973, p.7).

Salleh Yusof (elite interview, 1991), the pioneer HEP Officer of UKM, said that it was partly due to such malpractice that the University felt it necessary to regulate students' association through the AKTA.

Prior to 1974, women students were deeply involved in student activism, and made speeches in the Speakers Corner. However, after 1974, women seem to have taken more of a background role, though in the election for campus leaderships, women are the deciding voters due to their great number. What is obvious, is that women now avoid appearing as public leaders, and Western dress, which was the fashion of pre-1974 University students, has been replaced by the so-called 'Islamic dress', in which the head and the whole body, except the face and fingers, are covered.

Since 1974, religious groups have come to the fore. Whereas before 1974, religious activities were mostly organised in the local mosques, students now expect the University authority to provide a '*Surau*' (a place to perform prayer and to deliver other religious teaching) in each Student Residential College. Today, in UPM, five times a day (5.00 a.m., 1.00 p.m., 4.15 p.m., 7.00 p.m. and 8.15 p.m.) a sort of *Azan* (call for prayer) competition occurs, with *Azan* called

simultaneously, using powerful amplifiers in each of the nine colleges within the Students' Residential Complex.

The rise of religious activity has occurred partly because it is less subject to university and government control, being seen as a sensitive area, and because university administrators are generally insufficiently knowledgeable about religion to exert real control. Applications or demands in the name of religion is seldom rejected. Thus students have managed to invite members of Opposition Political Parties or other anti-government speakers, who would otherwise have been refused admission to the campus, in the role of religious speakers. This is true, not only of Islamic groups, but also of Christians, Hindus, Buddhists, Confucianists and others.

Muslim students' religious groups have been politically influenced by groups from outside. At one time they were attracted to the teaching of Muslim scholar-activist, Al-Maudhudi, and later impressed by the style of Gaddafi of Libya. The success of Khomeini's revolution against the Shah in Iran in the late seventies made Malaysian University students leaders turn to Iran and some were even sponsored by the Iran Revolutionary Government to visit Iran.

As regards student representation in the University, the MPP or the *Majlis Perwakilan Pelajar* (Students Representative Councils) are the highest student bodies found in all Universities in Malaysia. Their leaders are selected by means of a General Election organized by the University authority, based on representation of various constituencies determined by the individual University. In the case of UPM there are two types of constituencies, namely, '*Kerusi Umum*' (general seat) and '*Kerusi Fakulti*' (Faculty seat).

The number of seats is determined based on the number of faculties with registered students. Servicing Faculty or Centres which do not have their own registered students are not represented. Election to the Faculty seats is administered by the Dean of each Faculty and that for General seats by the University Registrar. Two seats are allocated to each faculty and the number of General seats is equal to the number of Faculties. All registered students are eligible to vote in the General election, but in the Faculty election, voting rights are confined to the student body of the Faculty. Once candidates are elected, their rights and privileges as Students' Representatives are equal, regardless of the type of constituency they represent.

The members of the Students' Representative Council together form the Students Government. They elect from among themselves a President, Vice President, Secretary General, Treasurer and other such heads of Committees as may be decided by the Council's Meeting. Problems arise when representatives of two opposing parties of equal strength are elected to the Council¹⁵. The Council members who are elected to the leadership post bear the responsibilities as leaders of the University Students Body known as the *Persatuan Mahasiswa Universiti Pertanian Malaysia* (PMUPM, Universiti Pertanian Malaysia Student Union).

Traditionally, the relationship between PMUPM and the University Authority, especially the HEP Division, has never been warm. The various confrontational incidents between the student community and the University Authority before 1974 seem to have adversely affected the University Authority's perceptions of the Student Union. As a result, the University has been continuously taking clandestine steps to undermine the Union, including:

1. Divide and Rule
 - a. Sponsoring moderate candidates for the MPP election.
 - b. To provide alternative organizations such as the Highest Council of the Residential Colleges through the role of *Pengetua* and other Clubs.
 - c. To encourage uniformed groups such as ROTU (Army Reserve Officer Training Unit) which emphasise discipline, conduct and obedience.
2. Strengthening the bureaucratic procedures
3. Encouraging non-political activities such as Outward-bound activities and other physically inclined activities with close administrative supervision.
4. Encouraging social trips overseas accompanied by the University administrators.

To date, this subtle strategy seems to have been very effective; students are compartmentalized into various academic and non-academic groupings and loaded with various academic burdens. Today, it is quite customary for students to reason that their passiveness in

¹⁵ In UPM the two major competing parties are the *Angkatan Mahasiswa Dinamik* (AMD) and *Barisan Mahasiswa Bersatu* (BMB). BMB is represented by the so-called Islamic Activist and the AMD is represented by the Liberal Group.

responding to current national issues is due to their heavy academic responsibility. They normally claim that their academic commitment does not allow them to participate in other activities.

In addition, the University has introduced the new watchword of 'academic excellence' which puts extra pressure on both students and staff (see also Chapter Five). Various rewards as symbols of recognition for academic excellence have been created as incentives to students to concentrate on academic activities. However, these rewards encourage technical competency only. Skills in debate or public speaking are not encouraged by the University authority, which is trying under the power of the Division of Student Affairs, to discourage politically-charged activities.

4.5 CONCLUSION

This chapter has highlighted a number of issues which have contributed to the need for Student Personnel Services and have a bearing on their activities. The urgent need of the country for high level manpower has been reflected in a dramatic increase in student numbers. This has brought problems associated with their different educational and socio-cultural backgrounds, and also with regard to political activism. Although the government has formulated the AKTA with the aim of controlling university students, there was a need for an in-house mechanism. The provision of Students Personnel Services in Malaysian Universities, therefore, is closely bound up with Malaysian political and social circumstances.

CHAPTER FIVE

STUDENTS' PERCEPTIONS OF THE STUDENT PERSONNEL SERVICES IN UPM: RESULTS OF FOCUS GROUP DISCUSSIONS WITH STUDENT LEADERS

5.1. INTRODUCTION

This Chapter reports the results of focus group discussions with the various groups of student leaders in UPM. This information is important to this study in that it provides specific information about students' interactions with personnel in the Division of Student Personnel Services, and understanding of those services from the users' perspective.

A total of four focus-group discussions were conducted between June and September, 1992, involving 20 (twenty) students' organizations. The four groups were selected as representing the various groups of students who have dealings with the HEP or Student Affairs Division of UPM. One session each was held with the three major student bodies (the Students' Representative Council, Muslim Students' Union and Women's Affairs Section) while the fourth involved representatives of academic associations, residential colleges, religious, uniform, sports and special interest groups (see Appendix 2).

In all the group discussions the researcher employed the unstructured method of facilitation, on the assumptions that, firstly, group participants were more knowledgeable about the subject of discussion than the researcher, and that as leaders of various students' organizations they would be used to participating in open discussions. These assumptions were found to be correct.

All focus group discussions were tape-recorded with the permission of all participants, and later transcribed. The transcripts were coded by theme, for analysis purposes. Although the discussions did not directly answer all the questions formulated at the outset of the research, they provide the data which can be used as the basis for analysis and interpretation of students' opinion toward the various issues raised.

The results of the focus group discussions are presented in this chapter under the following headings, which reflects the main themes emerging from those discussions:

1. Perception of the goals of University education;
2. Perception of the administrative procedures in the HEP;
3. Perception of the personnel in the office of HEP-UPM;
4. Perception of the way the student community at UPM responds to the policy and practice of the HEP administration at the University.

There are also several other issues raised by student leaders during the 'focused-group' interviews which will also appear in this study as the sub-themes to the main issues as perceived by the interview participants.

5.2. STUDENTS' PERCEPTIONS OF THE GOAL OF HIGHER EDUCATION

Generally, the perceptions of student leaders regarding the goal of University education in Malaysia are influenced by the political atmosphere in the country. The perceptions articulated are similar to those typically voiced by all Malay leaders, political, administrative or technical: that all individuals, groups and institutions should strive to contribute to the development of A'gama (religion), B'angsa (race) and T'anhair (country) commonly denoted by Arabic names of their initial letters, Alif, Ba, Ta in a slogan originally popularized by the Pan-Islamic Party. A top leader of the Student Representative Council (MPP) for example said that his motivation for standing as a candidate for the Presidency of the Union was his intention to:

...help my race, the Malays, to develop strong personality to enable them to face changes in the country. Ultimately all Malay graduates must give something back to their society (Group Discussion with PMUPM, 1991).

University students, especially the Malays, are conscious of the investment the government has made in their education, and feel a duty to repay the debt by service to society.

Other opinions expressed reflected the various political orientations of the speakers. The 'nationalistic' groups emphasized higher education for the development of Malay race and the country while the 'Islamic' group stressed the obligation of each Muslim University student to uphold Islamic teaching. One of the top leaders of PMUPM, for example, said that he had put himself forward for election because of his wide experience in Youth Work, especially '*dakwah*' (Islamic religious missionary) work. He was a member of the Malaysian Muslim Youth Movement and regarded the UPM as an appropriate venue for his work.

However, another Muslim leader expressed views very much in line with those of government supporters:

- Students should be balanced individuals and possess broad vision to enable them to participate in nation-building as outlined in the National Education Policy. Students should be innovative, creative and positive. Once graduated, they should not be like 'sacred cows', trying to live in isolation (Group Discussion with PMUPM, 1991).

Both nationalistic and Muslim student leaders, called for a positive response towards the new vision of the Prime Minister of Malaysia, widely publicized as 'Vision 2020', and suggested that University students must play leading roles in interpreting and achieving that vision.

Student should be idealistic and graduates should be able to adapt to various situations in the society. Their approach must be varied to make sure that they had an impact over the society. All the knowledge that the graduates had accumulated while in the University will be meaningless if they do not give it back to society (Group Discussion with PMUPM, 1991).

In order to become agents of social change, one leader said students should get involved in both curricular and extra-curricular activities, which is where the role of the Student Personnel Services is very important. He said that while academic knowledge was taken in mainly to pass the examination, organizational skills and leadership qualities would be vital in the wider world after university.

While the MPP leaders including those with Islamic inclination, emphasized the contribution of University graduates to their society, the PMIUPM leaders naturally stressed the 'fulfilment of religious demands'. They said that it was the duty of all Muslims to fulfil religious obligation. Students have an even greater responsibility, as members of the intellectual community which is privileged in the eyes of Islam. They urged that:

Each Muslim student should be the guardian of Islamic religion and represents the interest of Islam. Any practice that is contradictory with the way of Islam should be eradicated or at least be voiced out and alternatives must be offered (Group Discussion with PMIUPM, 1991).

One Muslim leader recalled God's command that men must encourage each other to do good deeds and to fight evil. He felt that the student community had an important role in this regard.

The Muslim Union leaders contended that their prime role is to educate the new generation towards practising Islam as a way of life, and to protect Malay students at UPM from falling into behaviour not congruent with the teachings of Islam. They said that too many Malay students seek entertainment at the expense of their academic performance, and expressed the view that the HEP personnel should encourage more serious activities, such as intellectual discussions, meetings, discourse and so on, in keeping with the intellectual image of the University community.

Student leaders' political orientations are reflected in their opinions as to the goals and roles of higher education in Malaysia. Those familiar with Malaysian politics will immediately be able to relate it to the two major factions of political alignment in the country: the major ruling party, the UMNO (United Malay National Organization) and the PAS (Pan Islamic Party). In these circumstances, it is the role of the Student Affairs Division of the UPM to ensure that the interests of the ruling party are upheld, as discussed in other chapters of this study.

5.3 STUDENTS' PERCEPTIONS OF THE ADMINISTRATIVE PROCEDURE IN THE HEP-UPM

For the most part, student leaders are of the opinion that HEP administration is accountable for the achievement of the goals of the University previously mentioned, since the AKTA is used to regulate students' lives for the duration of their study in the UPM. For this reason, students' perception of the AKTA is unfavourable. They are especially critical of the prohibition of students' affiliation with outside organizations. They feel this deprives them of an important potential benefit of University education. One women student leader said:

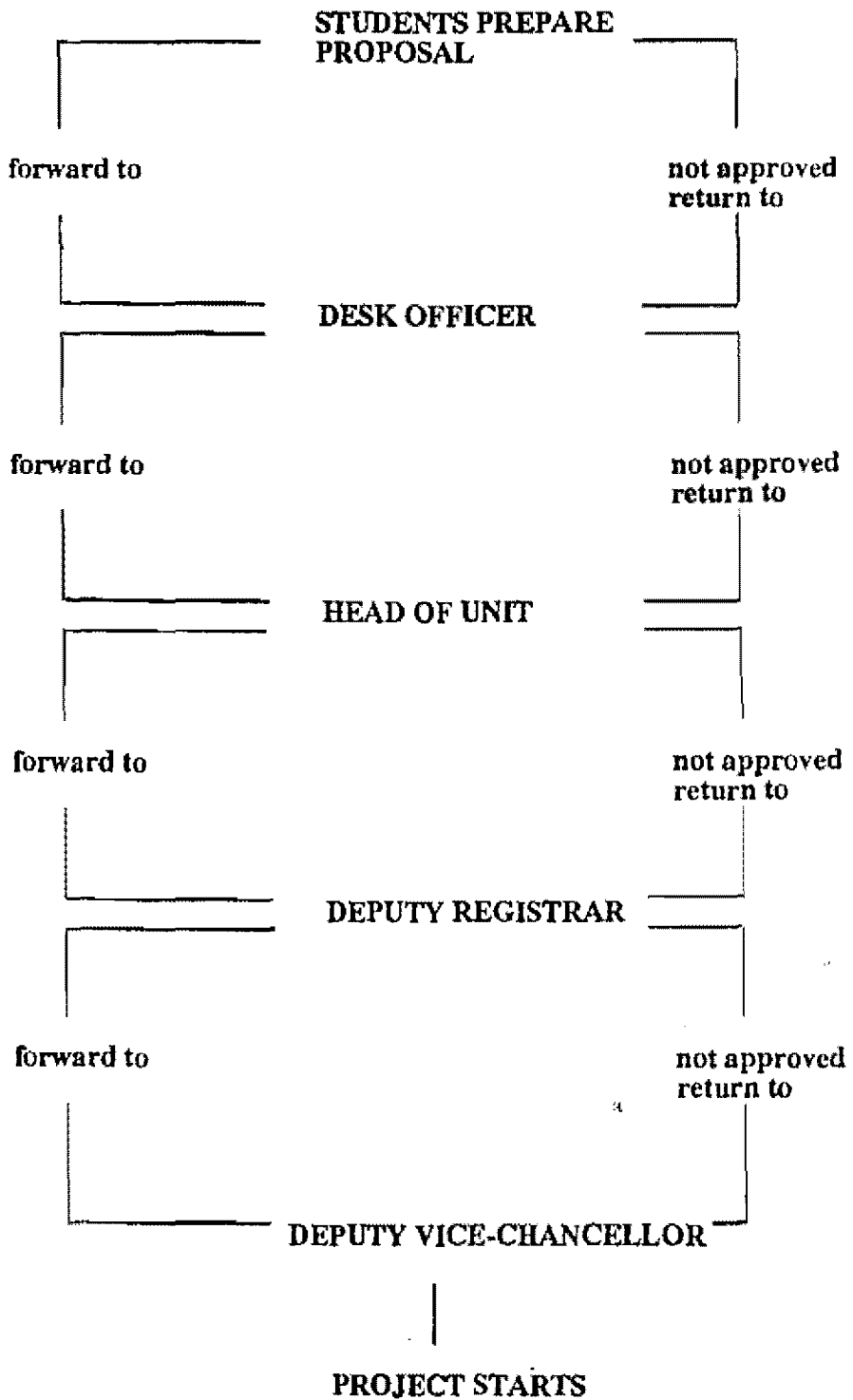
If student activism and ideas are continuously blocked, students will soon get bored and the Prime Minister's Vision 2020 could never be achieved. Were not Anwar Ibrahim (the present Minister of Finance) and the Prime Minister, Dr. Mahathir themselves activists during their student days? (Group Discussion with the HELWA-PMUPM, 1991)

In addition to the rigidity of the AKTA, students were critical of the procedures adopted in the HEP-UPM. Their complaints are discussed in some detail below:

5.3.1. Procedures for permission to organize student activities.

Student leaders cannot organize or hold any student activities on campus or outside the campus, without the permission of the University authority, specifically the TNC (HEP). To obtain this, students must submit a project proposal to the HEP Office. The proposal is not submitted direct to the TNC, but to the relevant desk officer. For example, if the proposed activity is a religious activity, the proposal must first be submitted to the officer in the Religious Unit. Students complained that there are too many filtering stages before proposals reach the TNC office. Based on the information gathered from discussion with the student groups, the approval process appears to be roughly as illustrated in Figure 9.

FIGURE 9
PROCESS FOR APPROVAL
OF PROPOSALS FOR STUDENT ACTIVITIES IN UPM



The procedure shown in Figure 9 is seen by student leaders as cumbersome. It delays most student activities. A leader representing a group from a state in East Malaysia said:

...because there are too many filtering stages, it delays most student activities and ultimately affects the quality of the activity (Group Discussion with leaders of various student organizations, 1991).

He quoted as an example, an attempt by some students from Sabah to organize a 'Borneo Sports Carnival' involving students from Sarawak, Sabah and Brunei. Although preparation for the activity began in good time, approval from the HEP office came so late that the organization had to be rushed, with adverse effects. Along similar lines, one female student said:

Even if the preparation for an activity is started very early, the delay caused by the filtering process in the HEP could finally force the organizer to amend the original plan. The worst thing is when this causes the activity to conflict with the academic time-table (Group Discussion with HELWA-PMUPM, 1991).

Apparently, the HEP also requires each proposal submitted by students to reach a standard that reflects the University as a centre of excellence, and rejects or returns proposals which are considered to be below standard. Yet the 'standard' has never been made clear to students, and the HEP office, they said, has never issued any guide-lines on this matter.

5.3.2 Procedures for Financial support from the Student Activities' Fund.

It is unlawful for any student or student's group to collect funds without the permission of the University authority. To secure this a budget proposal must be submitted. However, student leaders said they were in complete ignorance as to the policy and criteria used by the HEP office to approve financial assistance. They felt that HEP did not base approval on the merit of the activity, but by 'favouritism' or by cutting the various items included in the budget proposal to fit a predetermined figure. They complained that generally, the percentage of each application approved is unreasonable.

A leader of the Muslim Student Union recalled an occasion when he applied for MR\$200.00 (£40.00) for a project, but ended up getting only MR\$10.00 (£2.00). Another leader said that if a student association applies for MR\$1,000.00 (£200.00) for an activity, it will receive MR\$100.00-200 (£20-40). The President of an association claimed that he had organized a big activity for which he asked for MR\$3,000 but finally received only MR\$400.00. In such cases student leaders often have to spend their own money to avoid disappointing their members who have been working hard to prepare the activity in question.

A woman leader of PMIUPM claimed to have been told by an officer in the Religious Unit that PMIUPM was allocated MR\$15,000 a year for its activities, though she was advised not to organize too many activities in case the money ran out. Another PMIUPM leader said that in practice, the PMIUPM receives only around MR\$200.00 in each academic session.

The students felt that the regulation forbidding them from obtaining money from sources other than the HEP, while the HEP's financial assistance is so inadequate, is an indirect way of preventing students from organizing activities. A leader of the Women's Section said that although some students are aware that there is a government provision of MR\$50.00 per student per year for the Student Activities Fund, the HEP office deliberately kept students in ignorance.

5.3.3 Procedures for the provision of material and equipment.

Student leaders also have to frequent the HEP office to obtain equipment and materials such as costumes, sports equipment, musical instruments, printing equipment and stationery. Regarding administration of sports and cultural facilities, students had no complaints. However, they expressed dissatisfaction with the administration of the facilities in the HEP main office, especially printing and stationery. Student leaders suggested that this is due to lack of coordination on the part of the officer responsible. Apparently there is only one person in the HEP authorized to release materials or equipment, and he is not always available, even at the times specified on the timetable. Even when an appointment has been made, there is still no guarantee that the student will see the officer.

Students felt that there is such a lack of monitoring, that sometimes the officer in charge did not even know what was available in the store. Sometimes they were told by the officer that the materials or equipment they wanted were out of stock, but the junior staff with the check-list said the materials were in fact available and vice versa. Because of the lack of coordination, students claim that they have to make several visits to the HEP office to get what they want.

Students also alleged inconsistency in the treatment of requests to the HEP. For example, a President of a Residential College Council said that once his College had asked for approval and sponsorship to buy a computer, but were refused permission, though another college was able to obtain several computers and run a computer club. Such inconsistencies confused students.

5.3.4 Procedures with regard to the freedom of expression and belief.

Student leaders felt that their freedom to write and publish is restricted by University procedure. All materials for publication, whether locally or outside must be approved by the HEP. Their freedom is further restricted, they said, by the inefficiency of the HEP in scrutinising work for approval. A woman leader of PMIUPM said that officers in the Religious Unit take so long to edit their publications that the information becomes outdated and has to be amended. The amended article then has to be resubmitted to the HEP.

Student felt that the problem was one of prejudice and discrimination on the part of HEP officers. One leader involved in several student organizations said that it is more difficult to deal with the HEP when he is representing the PMIUPM.

Students also complained that they are prohibited from making public statements, especially in the national mass media. In this regard, they said that they envied the freedom enjoyed by student leaders prior to the introduction of the AKTA 1975. They said that their predecessors had enjoyed an atmosphere conducive to the development of student leadership. Some student leaders said that they do not understand why the present national leaders are so ready to restrict student activities, when they themselves were once very active in the student

movement. With the restrictions enforced by the University and the national law, students said that the students' voice with regard to social and political issues is silenced.

The leader of the MPP, however, said that the University had allowed him several exemptions to the regulation of the AKTA, to make press statements on issues¹⁶ such as *Bahasa Malaysia* as the national language, the value of student scholarships, and the recent increase in University tuition fees. He hoped to see more exemptions given to student leaders. He said that students only want some freedom and the right to be involved in discussions pertinent to University affairs. He said he thought this would help to produce balanced graduates.

To a leader of a non-muslim religious association, the question of freedom and rights of students was rather delicate. He quoted an instance when his association was refused permission to ring the campus church bell, supposedly because the sound of the bell could be misinterpreted as an emergency warning. The student felt that it was not worth pursuing the matter, as ringing the bell was only a tradition, not a requirement of his religion, and he did not want to jeopardise the relationship between his association and the officer. He said he was grateful that all other rituals were allowed to be practised on campus.

Another leader of another Non-muslim religious association commented that freedom of speech existed in theory, but that in practice, the compulsory tape-recording of speeches, for example, constituted a control on the freedom of speech. However, he himself agreed that control sometimes was necessary in order to prevent speakers from offending other groups.

Some student leaders went so far as to say that freedom of action and speech in UPM do not exist at all. These leaders are of the opinion that exemption given by the University to student leaders, especially to the MPP, are meaningless, as they are only given for statements supporting or agreeable to the University authority and the government.

However, one leader of a Residential College Council argued that freedom of speech must be guided for students' own good, considering the pluralistic nature of Malaysian society. He said that the idea of students as a pressure group is no longer relevant in the Malaysian context today.

¹⁶ It appears that the government and University are willing to permit student leaders to make public statements, provided they are not politically controversial.

5.4. STUDENTS' PERCEPTIONS OF THE PERSONNEL IN THE OFFICE OF HEP-UPM.

Students' perceptions of the personnel in the HEP office were mainly based on their experience of dealing with the HEP office in their various leadership capacities. All the opinions presented here were the opinions of the leaders of various student groups on UPM campus in Serdang.

5.4.1 Students' perceptions of the TNCs

The highest rank in the administrative structure of the HEP is the TNC (Deputy Vice-Chancellor of Students). Students believed that the different styles of the TNCs directly affected student participation in the extra-curricular activities organised in UPM. However, it must be noted that they were able to compare only two TNCs, although thus far UPM has had five TNC-HEP¹⁷.

Students' perceptions of the style of each TNC are based on the TNCs emphasis and priority. A leader, for example, commented that one TNC prioritized extra-curricular activities during his time as TNC, while his successor¹⁸ placed more emphasis on academic achievement. Students said such differences in priorities led to lack of continuity in student affairs in UPM.

Students said that the TNC who favoured extracurricular activities persuaded the University to avoid scheduling formal academic activities conducted after 2.00 p.m. on Wednesdays, so that the afternoon and evening were available for other activities. Although the policy still exists, many lecturers now ignore it, but the present TNC does not intervene. Not only did lecturers break the 'Wednesday policy', but some of them even conducted lectures, tutorials, laboratory work and tests after five p.m. - the time when students need to go to the sports fields or halls - on other days. Part-time lecturers were said to be especially guilty of this practice. It was

¹⁷ They are Professor Dato Mohd Noor Ismail, Professor Dato Arifin Suhaimi, Professor Datuk Kamaruddin Kachar, Professor Sulaiman Yassin and Associate Professor Rahim Sall.

¹⁸ It is pertinent to note the difference between students' perceptions and the said TNC's own opinion on the priority of the University (see Chapter Six).

suggested that the TNC's non-intervention perpetuated insensitive attitudes and behaviour on the part of lecturers.

One student leader suggested that lecturers looked down on those students who took an active part in extra-curricular activities, because they thought such students would not perform well academically. Students felt that this view could be corrected if the TNC would be firm in implementing the University policy on extra-curricular activities.

5.4.2 Students' perceptions of the HEP staff

With regard to the opinions of student leaders towards other staff in the HEP, most grievances voiced by them were related to communication problems. One student recalled the unpleasant experience of his first encounter with the HEP staff. He said they confused him with 'tricky questions', to which, as a new representative, ignorant about the various bureaucratic procedures in the University, he was uncertain how to respond. His wrong answers cost him the financial assistance he requested. He was left with the feeling that the officer in the HEP was more interested in seeing students' project fail than helping them succeed.

Another student leader claimed that HEP staff purposely made procedures difficult and confusing in order to suppress students' activities, and hence make their own jobs easier. Some student leaders said that sometimes officers misled students. Their advice, at times, clearly contradicted the written procedures issued by the University. A student representing a religious association quoted the example of an occasion when he asked for financial assistance to organize an activity, but the officer to whom he forwarded the working paper advised him not to ask for assistance. He claimed to have been told by the officer that the policy of the HEP is to encourage student associations to be independent. This is obviously in contradiction with the AKTA which prohibits students from collecting funds for their activity.

Another leader of a non-Muslim religious association said that he had been told by an officer that he could not organize a proposed activity because no organization was supposed to organize more than one activity per week. He was told that this policy had been adopted to

encourage members of one student organization to participate in activities organized by others. In fact, however, there is no mention of such a regulation, either in AKTA or in any HEP circular. Even if such a regulation existed, he said, his association could not adhere to it since, as a religious association, they had to have at least two activities per week namely religious study and the community service.

On another occasion, the same leader said, his association forwarded a proposal to organise a sporting event, but was refused permission on the grounds that the University had made it a policy that religious associations must only organise religious activities. He said in such cases students did not know whether the officer was telling the truth or was simply making excuses to reject a proposal.

Student leaders perceive the senior staff in the HEP as very authoritarian when dealing with students. They accused HEP Staff of making decisions in advance of discussion, showing no interest in listening to students' ideas, and being unduly critical. They do not study students' proposals properly nor give students' ideas a fair hearing. A leader of a uniform organization asserted that some HEP officers were more interested in giving a lecture to students than listening to their proposals. He said:

Students expect the officer to listen to their proposal and not the other way round
(Focus group discussion with leaders of various student groups, 1991).

The style of administration in the HEP is seen as 'staff-centred' rather than 'student-centred', a style much disliked by students. Student said that the staff in the HEP are generally not sympathetic towards the problems faced by student associations. For example, when the printing facilities at the MPP office were out of order, the HEP officer saw no need for action, saying that students should use the facilities in the HEP office. However, these facilities are only available during office hours when students are at lectures. The woman who gave this example reasoned that because the HEP officers had never visited the MPP's office to look into the welfare of the main student body, they could not comprehend the problem; they were not aware how poor the facilities at the MPP office were.

A woman student leader claimed that some officers in the HEP take students' requests very lightly. Even with a confirmed appointment, there was still no guarantee that a student could see the relevant officer. Another leader from a uniform group said that his association had tried to bring the situation to the attention of the TNC. However, the TNC's secretary had not given the letter to him, but had passed it down to the Deputy Registrar, so not only was the association's petition not considered, but, he himself was admonished by the Deputy Registrar.

One student said he had tried to create rapport with the HEP officers by arranging a preliminary discussion with them prior to submitting a formal proposal. However, this effort was fruitless since the officer already had fixed ideas on the various issues discussed. Similarly, a leader of a uniform group recollected that a plan by his association to organize a community service activity had come to the attention of the HEP before submission of a formal proposal. He was summoned to the office of the Deputy Registrar, who told him, without hearing the details, that the proposed activity was not suitable and he must cancel it.

Students also raised the question of discriminatory treatment given by the HEP officer to different groups of students. The PMIUPM, for example, felt that the HEP office gave more help to the activities organized by the Colleges' Councils, than to those of the PMIUPM. This view seemed to be borne out by a College Council representative who claimed he had no difficulty securing support from the HEP. He said two HEP officers were very helpful and gave clues as to how much money would be approved, so he could prepare budget proposals accordingly.

In the face of such discrepancies, the PMIUPM speaker said that he did not like to believe that the HEP officers were not interested in Islam, but:

the uncooperative manner of the officers did clearly reflect their listlessness (Group Discussion with the PMIUPM, 1991).

He said, he wondered whether the situation was a reflection of the attitude of the officers themselves or the officers were being pressured by higher authority. One PMIUPM leader blamed the lack of a standard policy in the HEP which gave the officers too much discretionary power.

Students also alleged that some of the HEP officers, especially the religious officers, were not broad minded and did not like students to disagree with them. A leader of the PMIUPM referred to a time when the religious officer asked the PMIUPM to organize a '*Jogathon*'. They felt that it was beyond their capability, and gave a negative answer. Consequently, they seemed to be branded uncooperative, and their next three proposals were rejected.

In another instance, a student said that the PMIUPM sought permission from the Religious Unit to buy a computer, but the idea was rejected outright. However, when the same idea was put to the Students' Relations Unit, it was accepted readily. The PMIUPM, he said, as a religious association, was unavoidably put under the charge of the Religious Unit, but they wished they could be put under another unit. He felt the Religious Unit was unhelpful to the PMIUPM because there had been occasional conflicts of ideas between them, and he feared the PMIUPM might have been branded an extremist group.

A woman leader of the PMIUPM, commenting on the policy of the HEP, said that cultural activities which she regarded as evil were well supported by the HEP, and that though the HEP officers preach the inculcation of universal Islamic values, their actions are otherwise. When questioned on their policy by the PMIUPM leaders, the HEP officers were said to take it as criticism of their administration.

However, it was not only Muslim students who complained of the Religious unit. The Religious Unit was staffed with Muslim officers only, and some students were doubtful that they had sufficient knowledge about other religions. They regretted that this led to problems of communication between the students and the officers. The President of a Non-Muslim religious association said that in his experience, the officer who often dealt with him in the Religious Unit always asked irrelevant questions, and complained about his association's activities, though the officer had not attended them and appeared not to understand what the association was all about.

Despite these negative comments about the HEP staff, there were also some positive remarks, mainly from the leaders of the Students' Representative Council. They said they had never seen the HEP officers as an obstacle to the success of students' activities at the UPM. The advice given by the HEP officers, they said, was valuable. They perceived all officers, from the

TNC down to the general supporting staff, as being very cooperative, and felt that their association was highly regarded by the HEP and the University as a whole .

One leader suggested that problems with the HEP were mainly due to poor communication, and emphasized the need for student leaders to communicate frequently and properly with HEP officers. However, he admitted that as a mature student and former teacher, he might have an advantage in this regard.

A leader representing the College Student's Council also had a high regard for the personnel in the HEP. He said that his experience with regard to the issues for the approval of activities and budget proposals, which received criticisms from many student leaders, indicated that the reasons given by the HEP in rejecting certain budget applications were fair and logical. He said, the HEP office would only cut the amount requested in the budget proposal when they anticipated that the activities would be poorly attended and little benefit would be gained from the programme. He said that students are sometimes too eager to embark on expensive projects, which will bring no lasting benefits.

5.5 STUDENTS' PERCEPTIONS OF WELFARE SERVICE PROVISION

With regard to the welfare of students at UPM, students perceived that their colleagues who lived in private accommodation were the most neglected. A leader of a College Council felt that the HEP office should look into the problems of those students. The rate of rent, he stressed, had never been looked into by the HEP office. He said that students had to negotiate the terms and conditions of tenancy by themselves.

A student leader reported a pressing need for University-owned housing for married students. In this respect, UPM was compared unfavourably with UKM. A leader of a Residential College Council claimed that even at the Residential College itself, there were still many things that needed improvement. One of his complaints was related to safety. Colleges did not provide electric sockets in students' rooms. As a result, students often resorted to illegal electrical connexion, an obvious safety hazard.

5.6 STUDENTS' PERCEPTIONS OF THE WAY THE STUDENT COMMUNITY AT UPM RESPONDS TO THE POLICY AND PRACTICE OF THE HEP ADMINISTRATION

With regard to the response of the student community towards the policy and practice of the HEP administration, three main issues were raised: the role of the Students' Representative Council, the role of women students and the problem of racial integration.

As to the position of the Students' Representative Council (the MPP), a Residential College representative said that he felt as though the MPP did not exist or existed only as a collaborator with the HEP office. He said that it did not really represent students but just did what was dictated by the HEP office. He thought the college representatives were far more effective, as they enjoy grassroots support. However, the MPP, far from using such support by consulting with College's Councils and other groups, were too often in confrontation with them. He wanted to see the Students' Representative Council playing a greater role in expressing the needs of the majority of students, especially those in Residential Colleges.

A leader of a uniform group felt that the MPP was not effective because it had no authority over the College's Councils (MTM) and Faculty associations. Another College representative said that the MPP did not have the overall support of the student community because its members did not like to mix with other students, and did not understand their needs. He pointed out a need for outreach to the general student body.

A leader representing the Women's Section felt that students are passive regarding their rights. She asserted that they are only active in sports-related activities, and this was very much encouraged by the University authority. She suspected this was a deliberate ploy by the University authority to distract students from demanding their rights. Students do not speak out about the University administration, even when they are convinced things are not right. It was suggested that the Council leaders do not know that they are actually members of several important management boards or bodies of the University.

Defending themselves against allegations, the leaders from the MPP said that they did voice the interests of students to the University authority, but the authority had never told them what the rights of students over the various University matters are. For their part, they did not

like to be too strident in demanding their rights, as they wanted to maintain good relations. They felt that the University authority should not hide its policy from the students, but voiced the suspicion that there might be some political reason for them doing so.

The top leader of the MPP strongly felt that students should be involved in the policy-making of the University and not mere participants. He said the University should give the opportunity to the students to discuss problems, and should treat them as adults. If necessary, he said, students should be represented in the University Senate, so that the whole University community could see the University's problems from the students' perspective.

Another leader said that when he sat together with the Principal Officers of the University on the stage of the Great Hall on ceremonial occasions, he felt a fraud because to spectators, he appeared as important as all the Principal Officers, whereas in fact he was only serving the requirement of the ceremonial occasion.

Despite all these complaints, the Council leaders admitted that these issues were never included on the agenda of their meetings. A leader of the MPP questioned why the University authority should be in doubt of students' capabilities. As an example, he referred to the fact that graduation celebrations are organized entirely by the staff. He said, there were times when he really thought of changing his moderate style into a radical and aggressive one:

I felt I'd like to '*rampas*' (conquer) back all the students' activities from the HEP such as sports, college associations, convocation, and even the senate. I am very sad that the University treats the MPP as an official body which exists in name only and has never regarded it as their partner (Group discussion, 1991).

When asked whether they were aware that there were provisions in the University statutes that there must be students representation in various University Boards, they replied that they were not¹⁹.

Another leader of the MPP then admitted that students were partly to blame for their inability to get the University to respond to their needs. He said that students do not care about

¹⁹ At this stage of the discussion the MPP leaders were shown the University Calendar in which it was clearly indicated that the MPP should be represented by the President and the Secretary General in the Board of Student Accommodation, the Board of Student Affairs and the Board of the University Library. It was also known that it had been a practice in the past that the MPP representatives were invited to attend the Board of Student Discipline, as invited members, when the Board sat to hear cases. When this fact was mentioned to the MPP leaders they unanimously claimed that they had never been invited to any of the Boards' meeting.

their rights any more. They are preoccupied with passing their examination and getting jobs after graduation. The MPP, for their part, did not want to be seen as aggressive; their priority was to develop constructive relationships which will help future MPP leaders to do better.

On the relationship with other students' organizations, especially the College's council, the MPP leaders said that they were aware of the importance of a closer relationship between student organizations. In this regard the MPP leaders said the academic burden was the major impediment to their effort to build rapport with College Councils, as they could not find a suitable time to see College Principals and College Presidents. Because of this, they said, the culture of 'College is College' continued. They regretted that the College Council did not seem to respect MPP leaders.

On the allegation that the MPP is only an instrument of the HEP, its leaders admitted they were very close to the HEP but for the previously mentioned good reasons. They agreed that perhaps in future, the MPP should include at least two representatives from each college. The relationship with the faculty associations was better and some did invite the MPP to their functions. They presumed that the existence of the two representatives of each faculty in the MPP had contributed to this good relationship.

The MPP leaders said that it was unfortunate that none of the College Principals appointed by the Vice Chancellor had previous experience as MPP members during their student days. Had they had such experience, it was claimed, their attitude would be different and they would be supportive of the MPP. As it is, most College Principals had negative opinions towards MPP, reflected in the fact that the MPP leaders were not invited by the Colleges to their official functions. One leader of the MPP thought that the College Councils did not care to take part in the MPP activities and so the MPP leaders were denied good opportunities for interaction with the students.

5.6.2 The role played by the women students

In general, women students are seen more as workers in the students' union than leaders. They are said to be meticulous when given tasks to perform, but reluctant to work with students of the opposite sex. One leader said that if male students tried to join the female students' working group, the latter withdrew, so the male students leave the female students' group alone.

One leader categorized women students into two groups: the *kumpulan bertudung* (female students who dress like nun), and *pelajar biasa* (ordinarily dressed female students). He claimed that the *kumpulan bertudung* made better leaders and were more broad minded than other group²⁰.

A woman leader claimed that generally, women students are more committed to union work than male students. She maintained that female students normally take responsibilities given to them very seriously. For example, she said, in dealing with the HEP office, whereas male students tended to give up very easily, female students would normally pursue a matter until they got a satisfactory result. Another woman suggested that HELWA leaders were often asked by their male colleagues to deal with the HEP office for this very reason.

Another woman claimed that although HELWA were the backbone of MPP activities, women leaders were discriminated against. She claimed that female students were only given peripheral roles in the MPP. For example, she said, in the MPP executive officers' meetings, there is only a woman representative, as against 27 men, although woman students form nearly half the UPM student population.

Another woman leader suggested that such attitudes were not confined to the MPP but were widespread among students on campus. In most activities organized by the students, she said, women students were only given minimal roles, such as looking after presents, typing and clerical work, and food preparation. Even so, female students abide by the decisions of the association's leadership and carry them out wholeheartedly, she said. They were more concerned with the success of each activity than their own status.

²⁰ This should be explained by the fact that female students who belonged to this group were normally Islamic activists. As such, they were well-read, not only in Islamic ideology, but also in various other kinds of thinking and political ideologies. Their 'mission' motivated them to read seriously and become involved in intellectual debates.

Although she felt discriminated against, one woman leader said she also believed that the role of a female student according to Islam should be limited to the circle of female students only. In this regard, another woman argued that Islam only forbids women to lead a 'nation'. A University, she said is not equivalent to a nation; it is a training institution where all students need to learn many things. Thus, there is nothing to prevent women from taking up leadership roles on campus. Indeed, they should be given chances to develop leadership ability. They should know their rights and be given the opportunity to voice their opinions.

With regard to the debate on the role to be played by Islamic women students, it was pointed out that the women's section of the PMIUPM (the Muslim Union) provided guide-lines as to the role of Muslim women on campus, and constituted a proper channel for women to voice their interests and ideas.

5.6.3 Racial integration

The formation of racially segregated sub-groups is common in UPM. According to a student leader, these are not confined to Malays, Chinese and Indians; the Malays themselves are further divided into several sub-ethnic groups and State groupings. He said that the problem of States groupings were the most serious²¹.

One student claimed that certain sports are dominated by particular racial groups²². To add to the problem, because joint participation in sports of males and females is not acceptable to Muslims, the tendency is for participation of women students in sport to be confined to the non-Malays.

At faculty level, although the majority ethnic group in every faculty is the Malays, not all Faculty Students' Association are led by Malays. Referring to his own faculty, one student leader said the minority had become the majority in the leadership of the Faculty Association, because they excelled in academic matters and helped each other. In contrast, according to a leader

²¹ This seems to be similar to the 'state' or 'nation' grouping mentioned in the history of British Mediaeval Universities.

²² It was observed that certain sports such as Basketball and Table Tennis were controlled by the Chinese and *Sepak Takraw* (a court game using a ball roughly twice as big as a base ball) was controlled by the Malays.

representing another faculty, Malay students were not interested in anything 'academic'. He claimed that they will only join faculty activities if they include *majlis makan* (eating functions). This statement was supported by another leader who said that activities which attract all races and groups to come together are *aktiviti makan*²³, trips and anything involving scholarships or activities organized by the Counselling Services Unit.

A leader of a College Council claimed that because there was no discrimination in Residential Colleges, students of all races, ethnicities and States, felt able to be active at college level. On the other hand a leader from another Residential College said his College caters for only a single ethnic group and the students have no experience of inter-racial cooperation.

A non-Malay leader, however, said that he saw no problem with racial integration in the university. His group - he could have been referring either to his ethnic (Indian) origin or his religious association (Catholic) - and the Malay group, he said, could work hand in hand without any problem.

5.7 THE IMPACT OF THE UNIVERSITY POLICY ON STUDENT ACTIVISM

Students claimed that the semester system which was directed by the government to be implemented in all Universities in Malaysia contributes to the paralysis of student activities. Students claimed that they were forced to choose whether to be active in extra-curricular activities or to concentrate on academic matters. They said the academic burden is continuously increasing, making it hard for the majority of students to participate in extra-curricular activities.

Students claimed that the slogan of '*Kecemerlangan Akademik*' (academic excellence) is another example of University propaganda used as a subtle tactic to cripple student activism. Cynically, students said that they doubted whether the University staff who kept campaigning for

²³ This might be one of the reasons why College activities were said to be more interesting and participated in by all groups of students than those organized by the MPP or the HEP. In the College, almost all students' activities are normally followed or accompanied by *majlis makan*. For example, when students organize 'cross country sports' during the daytime, the Principal, as a gesture of appreciation, will normally reward them with a free formal dinner in the evening. Similarly, when the Principal wants to talk to all students in his/her college he/she will simply organize a ceremonial dinner. The decision to organize such dinners is wholly at the discretion of the Principal, a privilege that the MPP and HEP do not have.

academic excellence were, themselves, excellent. They further complained that since every member of the University was busy talking about academic excellence, they had very little time to think about other unfortunate people, especially those who live in the rural areas. Hence, they said, the students' role as spokesman for the masses was no longer effective.

Students perceived that academic excellence was overly emphasized by the University, creating a lot of anxiety among them. Another top leader of the MPP, denied that extra-curricular activities had an adverse effect on academic performance, and said that he had actually benefited from being the leader of the highest students' organization. He admitted, however, that some members of his executive committees did suffer from academic anxiety, as they felt a conflict between their academic duties and leadership responsibilities. However, he said the number of such students was not worrying and did not affect the administration of the MPP.

He was supported in his view by an MPP representative, the youngest of those taking part in the focus group discussion, who claimed that the academic system did affect the students' academic performance and involvement in extra-curricular activities. However, he said, there were differences in the degree of difficulty from one academic subject to another. Some subjects were just too difficult and previous examination results provided a strong reason for students to worry about them. Therefore, he said, it is not proper to generalize. It is up to the individual student to strike the balance between academic and non-academic activities.

On this issue, one leader of the PMIUPM said that student leaders would be better able to resolve their academic problems if in carrying out the extra-curricular programme, they had more support from the HEP officers. He said the amount of red-tape made projects excessively time-consuming. It was this that affected students' academic performances, and not the activity *per se*.

5.7.1 The effect of the AKTA

With the implementation of the AKTA formal involvement of students in national politics virtually disappeared. A leader felt that the AKTA had really made the students very timid. Their voice was no longer heard. The role of students in championing the cause of the masses had long been diminished. Students did not want to come forward for fear that their future would be jeopardized.

Students said that those who are active in the Union are constantly at risk of being taken to the Universities' Disciplinary Board, which has a free hand to interpret the AKTA. They quoted an example of a group of UPM students who staged a demonstration in protest at delays in the payment of their grants. The incident was videoed by the HEP officers and as a result some students were brought before the Disciplinary Board.

One student leader said that although most students were ignorant about the AKTA, and had never even seen or read it, it had a very long shadow. Its obvious impact was that a timid culture had been created. The majority of the students had adopted a 'play safe' attitude. Students believed that the slightest mistake would lead to disciplinary action against them, or perhaps even prison under the Internal Security Act (ISA).

Student leaders were of the opinion that the AKTA had been fully implemented in UPM especially as regards restriction on the freedom of speech. For example, they said, students could only sit and see the irony of the university spending huge sums on developing the luxurious golf course, while the married housing which is badly needed by the students continues to be left out of university planning. An issue of this kind, if it had occurred in the late sixties or early seventies, would have caused student uproar, but now, students did not dare to voice their opinions openly. A woman leader said that the long term effect of the AKTA is the total paralysis of student activism and awareness of the society, and this is very much in the government's favour.

Although most students claimed that the AKTA and Semester system complemented each other as built-in mechanisms to control student activism, leaders of the MPP did not agree. One leader suggested that these are only used as scapegoats by those who have no social conscience. If students were sufficiently concerned about their society, they would not care too much whether there is an AKTA or not. It was student apathy that killed activism, not any specific policy.

5.8 CONCLUSION

This chapter has shown that students have many grievances against the administration of the HEP. It also reveals that their political awareness is still very much alive. Anti-government sentiments emerged in different forms, mainly concern for religious obligation. Of all the students' organizations, the PMIUPM is the most critical of the authority. The relationship between the authority and the Islamic groups especially, is very delicate, in view of the Islamic idealism preached by members of these groups. The Student Personnel Services are obliged by the government to limit the expression of anti-government sentiments.

Overall, student leaders tend to feel the HEP is not administered and managed according to the needs of the students. The following are the various demands of student leaders:

1. Extra-curricular activities should be developed fully, given credit value and appear in students' final reports. This would be in line with the American system which UPM has adopted in other respects.
2. Because there are too many restrictions on students in the UPM, many students find University life boring, and many, as a result, are tempted by unwholesome activities off-campus, such as drug taking. Unnecessary restrictions on, for example, the purchase of computers by students' organization, kill students' initiatives. Some leaders are tempted to organize secret activities as a response to the oppressive style of administration practised by the HEP staff. Therefore, the University should explain clearly what student rights are, in the orientation week

programme for the new intake.

3. Because AKTA is the most important legal document that explains the various rules with regard to students' lives during their studies in the University, leaders of students' organization demanded that the University should help them to understand the AKTA.
4. Because HEP had made it a rule that each student organization should be registered under the related unit, some leaders feel restricted whenever they have ideas for activities not agreeable to that unit²⁴. Student leaders felt they should be free to seek services from whichever unit seemed appropriate to them.
5. The difficulties in securing financial aid could lead to students preparing false budgets. If such practices become widespread among student leaders, who will be the country's leaders in the future, there is a danger that they will carry the habit of corruption into their future roles, and the country will suffer. Further, student leaders would like to see a committee of senior staff of the HEP responsible for evaluating students' proposals in a formal manner. The committee should call the students to present their proposals in a formal interview so that the proposal could be reviewed, and decisions could be made openly, instead of depending solely on the discretion of the staff as at present.
7. Because the expectation of the nation towards the University is so high, namely, to produce future leaders, the present AKTA which restricts students' activities should be abolished. The style of student movement today is no longer similar to that adopted in the sixties. The revolutionary style of student leadership in the sixties is seen as outdated, therefore, the AKTA is no longer relevant.
8. More facilities should be provided for students. Some students felt that the facilities provided in their secondary schools were far better than those in the UPM, and they were losing interest in extra-curricular activities as a result.

²⁴ Example given being the Tae Kwan Do group which did not like to be registered under the Cultural Unit and the PMUUPM which did not feel comfortable to be placed under the Religious Unit.

9. The university authority should be more firm in implementing its policy on extra-curricular activities. The lack of intervention from the HEP, especially the TNC, regarding lecturers' defiance of the 'Wednesday policy' adversely affects the quality and quantity of students' extra-curricular programmes, and hence the objective of producing well-balanced graduates is jeopardised.
10. The University should allow students to organize prestigious activities like *Pesta Konvokesyen* and Orientation Programmes. The University in taking over such activities, denies students opportunity to acquire organizing experience.

CHAPTER SIX

THE STAFF'S OPINIONS OF STUDENT PERSONNEL SERVICES IN UPM: THE RESULTS OF ELITE INTERVIEWS WITH THE VARIOUS RELATED STAFF

6.1. INTRODUCTION

Interviews were carried out with senior staff in the HEP and other related staff in UPM and other Universities during the three-month period of field work between the first week of June and the fourth week of September, 1991. The interviews were called 'elite' interviews - interviews conducted only with the relevant respondents who are assumed to be knowledgeable on the subject matter as defined in the methodology section of this study. The purpose of the interviews was to understand the rationale for the creation and expansion of the services from the perspective of the senior staff who are directly involved in the business of providing the services. Their involvement included decision making, policy formulation and the implementation of the policy. The personalities involved in the interviews are listed in Appendix 1.

6.2 THE PHILOSOPHY AND ROLE OF THE HEP

Interviews with the various senior administrative staff in the HEP in UPM revealed that there was little difference between the opinion of the officers and the theories found in the literature, as far as the philosophy of the provision of the services is concerned.

6.2.1 The opinions of the TNC and former TNCs

Interviews were conducted with the present Deputy Vice-Chancellor and two of the four former Deputy Vice-Chancellors of Student Affairs of UPM (hereinafter referred to as the TNC, or TNCs One, Two and Three). These interviews aimed at gathering their opinion on the

rationale for the University's provision of Student Personnel Services and the importance of services in relation to the overall University functions. Interviews were conducted privately, at the residences or private office of the interviewee.

Generally, the opinions of the three interviewees were more or less similar as to the importance of students' position in the University. There was a general agreement that students warrant good treatment from the University authority. All TNCs emphasised the function of the University in its universal concept and its function in the context of Malaysia as a developing nation. They suggested that the student is the single most important component of the University community. Without students the University would not exist and without the University all the other members of the University community would have no reason to exist. At the philosophical level, the TNCs unanimously agreed that students are the *raison d'etre* of the University.

6.2.1.1 Opinion of the TNC One

TNC One felt that the focus of attention of the Student Personnel Services in the University should be the students. He said that:

The basic philosophy of student personnel services is that the student is the single most important element in a university. The university itself would not exist if there were no students. Lecturers and professors too would not exist and what's more, nor would the administrators (Elite interview, August, 1991).

The importance of students can be best considered in relation to the national needs for leadership for future generations. It is in this context that the provision of Student Personnel Services is perceived as very important. The TNC further said that:

The extra-curricular activities, which are under the jurisdiction of the HEP, should provide spiritual aspects such as the meaning of love of nation, dedication and so on (elite interview, August 1991).

On the allegation that the HEP was being created as an outfit of the government, he said

that in the wider sense, it is not only the HEP but the University itself as a whole that is the outfit of the government. He said that the University is not totally autonomous and cannot be so, since it depends on government funding. He rejected the notion that HEP was created as the political outfit of the government to control university students. Rather, he saw the HEP as a tool of national development, created to disseminate good national values and inculcate a refined culture.

In his view the University has learnt from the past when intellectuals contributed to and made sacrifices for the nation. Thus the University today should continue its traditional role in producing people who are ready to contribute to the nation and the community. According to him, Malaysia cannot afford to make the University a 'free for all' institution, for fear that there might soon be no one who is willing to contribute to the nation.

The TNC felt that as society is becoming more complex and technology is changing rapidly, the University must inevitably adapt to the demands of the new environment. However, the values that must be protected are that the students must have a sense of their responsibility to contribute to society and help positively in the development of the nation.

When asked whether University education should function in a reactive manner to the external needs or to concentrate only in seeking the ultimate truth, he said he believed that the University should react to external needs, as far as the need of the nation is concerned. Although the individual need to seek truth is important, it should be subordinated to the needs of the nation. As far as the University is concerned, he believed that it should be obliged to help to mould students' potential according to the need of the community.

He further asserted that the extra-curricular functions of the University, which are entrusted to the HEP, should be seen as complementary to those of the academic curriculum in developing the student as a balanced individual. The University is responsible for developing the students' technical competence and also their personalities and leadership qualities. Academic activities are geared towards developing technical and scientific skills, while the extra-curricular activities aim to develop the personality and leadership components. He concluded that the final objective of a University education is to see its graduates capable of facing the challenges of the real world. This is where the HEP, he said, has a great role to play.

The TNC said that in whatever endeavour he engages in, he always considers 'the human factor' as of vital importance. He claimed that he believes in 'the process' rather than merely on 'the end product', and that when the process of human relation is right, everything else will go smoothly. Nonetheless, he believed that it is comparatively easier to learn the technical and scientific aspect than to understand the human factor. Since the hardest task of the University is to develop human potential, then the role of the HEP should be recognized as very important and broad. For him, it is on the HEP that the University relies in developing the human resource aspect of its students.

When posed with the question why there must be in the University a specialized service to manage what he called 'the human resource task', instead of integrating it within the existing academic framework, he said that he believed that it is just a matter of choice between the two schools of thought: specialization and integration. In reality, he said, half of a student's life is with the lecturers, in the laboratory and so on, and the other half is in the residential college, representing the non-academic aspect of the student's life which needs to be filled; both specialized services and integrated services are equally needed. He perceived that in the context of UPM it is the HEP that provides the specialized services. It is because of this belief in the need to combine specialized and integrative services, that the UPM created two Deputy Deans at each Faculty, one responsible for academic and the other for non-academic matters. For him, the whole idea for the creation of the student affairs section in the faculty is to provide an environment conducive to learning. With such an administrative arrangement, he said that the specialized service in the HEP could work hand in hand with the Deputy Deans at faculty level. He claimed that through this administrative arrangement, the UPM has successfully bridged the two University functions (academic and non-academic aspects of students). The 'specialist' services of HEP and the 'generalist' services provided by academics share equally in the development of students' potential, complementing each other.

On the issue of conflict between the academics and the HEP with regard to the provision of the services, he said that he could see no reason why there should exist unnecessary prejudices. He asserted that the academics should be thankful that the University is providing specialized

Student Personnel Services, so that they concentrate on developing the academic aspect of the students. He opined that the prejudices are only justified if academics do not believe that the co-curriculum activities have an important value to students. As far as the UPM is concerned, he claimed to be satisfied that the HEP's roles had never been questioned by the academics. On the contrary, he said that there were cases of Deans referring certain student matters direct to the HEP, which he saw as a testimony that the HEP is well accepted by the Faculty and the academics.

He said that in the future, the present good matching between an academic discipline and a career would not be maintained and life-long education would be needed. Learning, he said, should go back to basic, namely, the sharpening of mental capacity and physical efficiency in various professional skills. For example, engineering graduates would not necessarily be prepared for all developments in the engineering field. Therefore, he said, they would need problem-solving skills, communication skills and so on. This is where the HEP comes in, as activities like drama, camping and sport are good means to develop such qualities. He stressed that in order for the HEP staff to fulfil their role effectively, they must possess good counselling skills. Indeed, he believed that facilitating, guiding and counselling skills, should be acquired by all staff, not confined to the counsellors alone.

6.2.1.2 The opinion of TNC Two

TNC Two said that first and foremost, the University should provide the best academic learning facilities. For this reason, although there are three TNCs each with specialized areas of responsibilities (Student Affairs, Physical Development and Academic), academic issues should not be the concern of the relevant TNC alone. Similarly, student affairs should be everybody's concern. He saw the role of the HEP as being to develop the personal, mental, intellectual, social and physical aspects of students. He believed this could be achieved through sporting activities, unions, uniform groups and academic clubs. In order to operationalise this idea the university should, therefore, also provide the best facilities for co-curricular activities.

The TNC said that the objective of co-curricular activities should be to draw out and develop students' hidden potentials. He believes that each student has his/her own unique talents, which must be nurtured through the provision of good services for students' activities in the University. He was not suggesting that without help from the university authority, the students could not organise themselves, but the university wanted to see that students' activities are organized systematically. It was feared that if facilities were available in the University, but there was no encouragement, proper supervision and leadership, students may take wrong directions. The HEP should, therefore, be a well organised and planned department. The services provided should be broadened to include those provided in faculties and other departments in the University, not limited to the services provided by the staff of HEP only. Co-curricular activities should be carried out alongside academic activities.

The TNC regards higher education as a valuable commodity, needed by almost everybody. One could argue here that if this assumption is accepted, the University should not remain an elite institution. The idea of democratizing higher educational institutions should then be implemented, and the percentage of people in any given age group that go to the University should be increased. Since the University is a valuable public commodity, and public expectation, especially from parents, is very high, the University must ensure that all university activities are planned, organized, supervised and evaluated thoroughly, all to ensure whether or not they achieve their objectives.

The TNC said the 'ideal' is for the thinking of University students to be 'international', though he is of the opinion that this idea of 'international thinking' is not yet understood by the university community at large. He felt that even the lecturers do not understand it. He claimed that lecturers, have tunnel vision, and teach only subject content, neglecting to develop the thinking capacity of the students. The TNC said that 'thinking is life and if one does not think, the person is dead'. He said that this idea would only be made tangible in the University through comprehensive planning.

The TNC said that services provided by the HEP should be very specialized, to keep pace with developments in knowledge and education. Everybody in the University, including the academics, should be made to understand the specific objective and goals of the University. The TNC spelled out eight functions of a university lecturer:

1. To teach.
2. To do research.
3. To publish.
4. To carry out consultancy services.
5. To organize seminars.
6. To get involved in the university administration in various capacities.
7. To get involved in public and community service.
8. To get involved in students' activities.

Judging from this list of functions, the involvement of lecturers in students' activities is approximately one eighth of their daily responsibilities. This is obviously not sufficient from the perspective of the students, so the university should provide specialized Student Personnel Services, particularly as sometimes, the lecturers, busy with their own business of conducting research and publication for their own personal promotion, are neglecting their students²⁵.

The TNC said that it is unavoidable that the university should guide students' activities, because the goals of education in Malaysia are the goal of the nation, and the philosophy of the nation is also the philosophy of national education. He asserted that Malaysia cannot afford to have its Universities managed without a clear directions, or for their aims to conflict with those of the nation. If such conflict does arise the nation's interest should come first.

²⁵ There was a case, during his time as TNC (Students), when students reported to him that a lecturer kept putting the sign, 'not available' on his door to prevent students from coming to see him. His subject was regarded by the students as the most difficult and carried four credit hours, one of the biggest under the credit system practised in UPM, and obviously they needed his help. Finally, the whole class appealed to the HEP authority. As a result of strong pressure on the lecturer, he finally left the University.

In this regard, the TNC argued that if the requirements of the nation are achieved, the requirement of universal knowledge will be fulfilled automatically. For example, at present the nation is in need of more scientists and technologists. This venture in no way contradicts the universal concept of a University and in fact the whole world benefits by having more technologists and scientists to work for the betterment of mankind. Similarly, in search of truth, the University conducts courses and researches of national interest. The outputs of these activities automatically contributes to the universal body of knowledge. He concluded that Malaysia has very clear and specific objectives for its higher education, but these do not detract from the universal responsibility for the improvement of mankind.

6.2.1.3 The opinion of TNC Three

TNC Three said that because he had never dreamed of becoming a TNC in charge of Student Affairs he came into the HEP with a fresh mind. Prior to his appointment, he had little idea of what the HEP really was, although he had sometimes attended HEP functions. On his appointment, the first thing he did was to read the AKTA. He found that it said nothing about HEP except that it provided for a post of TNC and gave the VC power over student discipline. He could not learn anything from his predecessor because of the lack of documentation in the HEP administration. He admitted that he experienced difficulties in the early stage when he was trying to decide how to approach his new job.

Responding to the question of how the HEP fits within the University organization at large, the TNC said his opinion reflected his position both as an academic and as an administrator. He felt that the HEP and the academic component could not be separated. Both are important components of the University and they depend on each other. For him, the best way to explain the philosophy of HEP would be as follows:

We want students to enjoy freedom on campus and they themselves must be responsible for it. HEP's role is only to provide facilities. Ultimately HEP should not get involved in the organizing of student affairs (Elite interview August, 1991)

However, he also expressed his opinion as to whether the students are mature enough to interpret the freedom granted to them. What he wants to see is that the students are able to feel freedom on campus. As he expressed it:

Let them feel the difference, the aura of freedom on campus, not like entering a prison (Elite interview, August, 1991).

Responding to the question as to whether the present campus culture is supportive to this ideal, he expressed doubt, but said 'If it is not there we have to create it'. For him the University environment must be very special, what he called '*instutusi keramat*' (a super-spiritual institution) - different from any other type of institution. He saw the University as an instrument of development, not an extension of school, and suggested that the 'ivory tower' concept might need to be re-introduced, but given a new interpretation. A University in any developing nation could not avoid its responsibility towards the nation. However, this should not necessarily be in conflict with the pursuit of universal truth. The only question is the way in which knowledge is delivered on campus. There is no argument as to whether University graduates should or should not make inputs to the national development as this role is built-in within the system. The art of seeking knowledge remains universal.

To achieve this ideal, the HEP needs to cooperate with other sectors within the University and *vice versa*. Although the HEP has been created as a separate entity from the academic component of the University, a partnership must exist between the academics and the administrators. However, the TNC believes that partnership and cooperation cannot be demanded. Each party must be educated. In this context the TNC articulated three principles for HEP's long-term effectiveness:

1. that *Hal Ehwal Pelajar* should not demand participation.
2. that whatever the University cannot do well, should not be done at all.
3. that academics should get involved in students' non-academic affairs. Students should be made to realize that the faculty is their 'academic home'.

A communication network needs to be established within the University. There should be a collegial atmosphere, and this should begin at the top, that is the Vice Chancellor himself. He argued:

The VC should be the mirror of the ideal of a University. Whenever he speaks he must speak with wisdom. Whenever he acts he acts with wisdom. A VC should be a fully established academic regardless of whether he is from inside or outside the University. As an established academic, he will be free of the burden of establishing his credibility. He must at the same time have an administrative ability and a strategic mind. He must continually think, talk and act so as to achieve whatever ideal the University has set (Elite interview, August, 1991).

Similarly, he said, a TNC of student affairs, as a leader, needs a proactive and strategic mind. He must understand himself fully, have high self-esteem, and be fully committed to developing HEP. Academically, he should be a full professor with a good track record and intellectually alive.

His 'ideal' of a University is an institution busy working in academic business at both national and international levels. Whenever the national leaders speak of certain issues at national and regional level, the expert ideas should come from people in the University. For instance, to achieve the *Wawasan 2020* (Prime Minister's Vision 2020) the University must be made the nucleus. It should be the place for quality formation.

For the *Timbalan Naib Canselor* Three, student activities should be regarded as recreations that motivate students' daily lives. Students should be given the freedom to search for whatever they want to know, even if they sometimes carry out the search in a rebellious way. The University should tolerate rebellion as an ingredient of creativity. Although rebellion will be in conflict with tradition, conflicts are needed to bring about change.

Despite these ideals, the TNC agreed that the University leaders presently seemed to be oriented more to the external power than to the aspirations of the University community. Campus politics, for example, are directly linked to national politics. Because students come from all over the nation, discussion on campus reflects the issues brought from their villages. Since the University has no agenda for providing political education, the ingredients of all informal political discussion are brought from *politik kampung* (village politics). Those who have a 'political mind' on campus have mostly aligned themselves to the opposition party and, they are normally prejudiced against the university authority. If the academic culture in the campus is strong, the University can afford differences in political alignment. Unfortunately, such an environment is yet to be enjoyed by the academic community in UPM. Students' behaviour should be the result of what has been talked about in the University, what has been written and the various roles that have been played by the members of the University community. The fact has been that the University does not have many public lectures or professorial discourse. He claimed that it is rare for any intellectual of national or international standing to give public lectures on campus. Such an intellectual climate is still foreign to the students. Written communication is another area with which the TNC is dissatisfied. Compared with universities elsewhere, especially the USA, UPM does not do enough to communicate through publications such as University chronicles, news, research reports, alumni reports and so on.

Commenting on the function of the Secretariat *Timbalan-Timbalan Naib Canselor* (The Inter-University Deputy Vice Chancellors Secretariat), the TNC Three said that it is more concerned with comparing notes on the practices of each University than on professionalising the Students Personnel Services. Certain matters, especially disciplinary procedures, could be standardized through the secretariat, although this was not the aim of its creation. Although sometimes the professionalization of Student Personnel Services has been brought up at meetings, the proposal has never been translated into action. The TNC reported an effort to form an association to be active in the ASEAN countries, by Professor Halim Othman when he was the TNC of UKM. However, now Professor Halim was no longer a TNC, the effort was no longer strong. The TNC observed that ideas seem to come and go along with personalities, because of a

lack of shared philosophy and ideals.

The TNC is of the opinion that in order to face future challenges, the HEP in UPM should be more proactive in relation to the University 'sponsors'. The UPM itself as a whole should make effort to attract sponsors by creating more attractive courses. Since government resources are stretched to the limit, especially in terms of scholarship provision, the HEP should start to look to the private sector.

6.2.2 The opinions of the Deputy Registrar, Chief Assistant Registrar and the various Heads of Units in the HEP

This part of the Chapter presents the opinions of senior staff in the Division of Student Affairs (HEP) regarding the philosophy of Student Personnel Services. Staff interviewed included the Deputy Registrar, Chief Assistant Registrar and Heads of Unit. Unlike the TNC, who is appointed to the post in the HEP on a three-year secondment, these staff are permanent senior executives in the University administration. They are the implementors of the various policies in the University's Student Affairs Division.

The staff in the HEP generally perceive the responsibility of the HEP as very broad but unique. The work of the staff is not only administrative but also involves field work:

We don't deal with files and papers alone but also with 'villagers' when students organize community service (elite interview, 21th August, 1991).

A senior officer stated that in the case of community service activities, an officer is assigned by the TNC to supervise, monitor and accompany the students as the University's representative. The same officer commented that in the light of the broad role of the HEP officers, an officer should not only be a specialist but also an 'all-rounder', combining the qualities of a politician, a businessman, an educationist, an administrator, a lecturer and so on, making the role difficult and onerous.

In the context of the University in Malaysia, in a the broader sense, he said that the HEP is entrusted by the nation to help the University to produce good leaders who are not corrupt. For this purpose, academics alone may not be sufficient. The question of '*amanah*' (honesty) and '*rasuah*' (corruption), he thought, are not addressed in the classroom.

Another senior officer of the HEP observed that at one time, there was no expressly formulated philosophy of HEP, or if there was, was very ambiguous and interpreted differently by staff. In the absence of a philosophy, the staff did not understand clearly the direction of the services provided to the students. However, TNC Three who, he said, is full of ideas, had produced various documents spelling out the philosophy and concepts of HEP. However, when asked whether it is the TNC or the staff who influence the direction of HEP, he said that at the end of the day it is the staff who determine what is good for HEP, as the staff are permanent and the TNC is not. The TNCs are expected to play a greater role than they do, because of their qualifications and respect in the intellectual community.

A Head of Unit agreed that the services provided by the HEP before the time of the TNC Three were organized in a more *ad hoc* manner, by reacting to individual cases. There was no common philosophy shared by all staff in the HEP. TNC Three, he said, introduced the philosophy, principle, thinking, concept and working procedures to the HEP staff. He therefore believed that it is the TNC who has the most influence in moulding the character and image of the HEP. He felt that the officers are not capable of contributing to that end, as HEP is a relatively recent creation and its officers lack experience. This situation, he felt, was not unique to UPM only but also shared by other HEPs in other Universities. He himself, he said, is still searching for the direction of his Unit. He felt that there must be a strong rationale for HEP's continued existence.

One senior officer philosophized that the creation of the HEP is what the *rakyat* (the people of the country) legally wanted, channelled through the House of Parliament and incorporated into the law of the country. Based on this premise, the rationale behind the law is to ensure that the lecturers, students and administrators meet the requirements of the nation.

The same individual recalled that when he was transferred to the HEP, he felt conscious that he was being given a great responsibility to look after an important asset of the nation, that is the students, and he was anxious to understand the role of the HEP. He said:

At one time when I worked in the Farm Office under Dato Md Nor, who was at that time the TNC of Students and also the Farm Director, the Dato used to tell me that the best place to learn many things is in the HEP. 'Go to HEP', the Dato said. A lot of questions came into my mind and later when I was transferred to the HEP, questions such as why students come to the University kept coming. Until today I have kept trying to find the best answer although I had got some tentative answers through studying the various works with files, in the organizing of students' activities and so on' (Elite interview, September, 1991).

A Head of a Unit in the HEP said that although the history of the creation of the HEP was strongly related to national politics, its objective is to help develop students and now it should be in line with the government's new vision, the 'Wawasan 2020', for national development. In the light of the new development in the national policy, the HEP should adjust accordingly. It must now have a new rationale and new dimension. The HEP must have a clear vision, philosophy and principles.

As to the sectoral provisions in the HEP, a senior officer, explaining in particular the roles of the Religious Unit, mentioned that its aim is to help the university to produce graduates with good moral values, open-minded and able to live harmoniously within the society at large. He believes the objective is similar to the general objective of HEP, that is to produce graduates who are good academically, but also morally sound.

6.3 OPINION ON THE STRUCTURE OF THE HEP

A very senior officer said that when he took over the leadership of the HEP from his predecessor, the structure was already in place, but not as sophisticated as it is today. The services provided then were not very specialized, although there were qualified Counsellors and qualified Religious Officers. Everybody, he said, performed various overlapping jobs and they were all in one centralized office. Today, almost every unit has its own separate office and/or administration. He recollected that when he first came to the HEP, his first priority was to increase the efficiency of the administration of students' scholarships and financial assistance. From there, he began to make plans for the improvement of the organizational structure of the HEP.

The same individual said that, when he was working in the Academic Division of the University, before he was transferred to the HEP, he used to visit the HEP office and think that if ever he were to be transferred to the HEP, the first thing he would do would be to suggest strengthening the administrative structure and to ask for more staff. Remarkably it was during his headship that HEP expanded to its present status.

When asked why he had made the administrative structure one of his main concerns, he replied that building an administration is like building a house. The structure must be very strong to enable people to move conveniently, or else there will be instability. For him, structure is basic to administration. This emphasis, he said, was shared by the HEP administration in all local Universities and until 1984, the discussions in the Secretariat TTNC (The Deputy Vice Chancellors' of Students Secretariat) were mostly concerned with the inadequate staffing of the HEP. A committee was formed by the secretariat to study the case and to coordinate several matters. Beginning from 1984, all local Universities agreed to standardize almost all HEP administration. It was agreed by all Universities that there should be seven specialized units provided within the administration of the HEP:

1. Cultural Unit
2. Counselling Unit
3. Housing and Accommodation Unit
4. Students' Relations Unit
5. Sports Unit
6. Health Unit (Centre)
7. Religious Unit

He said that the Students' Relations Unit was the biggest unit, and the Head of the Unit is placed on the next highest salary scale after the Deputy Registrar, the overall Head²⁶. It is interesting to note here that the proposal for the creation of the structure was brought to the central agency through the office of the Minister of Education, and not through the office of the Registrar and the office of Public Service Department (PSD), as is the normal procedure when creating any administrative structure in any government department or statutory body. Normally, any suggestions on administrative matters are brought to the attention of the PSD through the office of the Registrar of each University. In this case, at least initially, the HEP had side-stepped the Registrar. In fact this was not without some resistance from other sectors of the University administration (Fawzi Basri²⁷, elite interview, 1992). The structure was, however, approved by the PSD, apparently, through the good office of the Minister of Education, because the HEP had a good relationship with the Minister.

One senior officer suggested that although the Head of HEP is the TNC, the actual Superior of every officer in HEP should be the Registrar, because technically all administrative staff should be subordinates of the Registrar²⁸. However, because the Registrar is not a forceful character, the HEP seems to have been controlled by the TNC and his staff. Had the Registrar been more forceful there would have been conflicts between him and the TNC. As it is, the staff do not seem to recognize that their real boss is the Registrar, and there appears to be no

²⁶ However, this seems to be true only in UPM. In the UKM, for example, the Head of the Counselling Unit is higher than the Head of the Students' Relations Unit.

²⁷ Fawzi Basri was the Director of Housing and Accommodation Service in UKM at the time the HEP organization was re-structured. Presently, he is an Associate Professor in the Universiti Utara Malaysia.

²⁸ If this interpretation is correct then the administrative arrangement of HEP staff in Malaysian universities is similar to that found in the observed university in England.

connection at all between the Registrar's office and the HEP.

The officer said that presently, the HEP can expand by itself into a big organization without having to involve the Registrar although officially all posts must be approved through the Registrar's office. He further observed that there is a feeling among the officers in the HEP that the Registrar should not be concerned with what is happening in the HEP. He claims that HEP officers seem to be very happy with the situation and the less the Registrar knows, the better. He did not think that the TNCs were aware of this position.

When asked about his preference, one senior officer said that he would prefer there to be only one boss to whom all staff must give their loyalty. His choice would be whichever of the Registrar or the TNC was best qualified academically; if both were equally qualified, he would prefer that the HEP be put under the Registrar, because the Registrar is a permanent post and able to provide continuity. He would prefer an academically, rather than bureaucratically-oriented administration.

With regard to the relationship between HEP and other divisions in the university, a senior officer said that UPM could proudly claim to be the best; the good relationships established in UPM are envied by other Universities. He said that the HEP has made good use of two opportunities to build good relationships with the academics: through the Residential Colleges, whose Principals are mostly academics, and secondly through the Deputy Deans in charge of students in the various faculties. Good relationships with other administrative divisions are established through the 'Assistant Registrar's connection'. He said '*rangkaian*' (connection) is very important in administration.

The administrator-lecturer relationship may also be developed through membership of various University Boards and committees. For example, it is provided in the University Statute that there must be a Board of Student Affairs, membership of which includes representatives from the Council, Senate, Board of Accommodation, student community and the Ministry of Education. He said that the HEP Board meets infrequently because many Committees under it perform its job. The same person explained that the role of the Board of Student Affairs is more general than that of the Board of Accommodation.

6.4 DECISION-MAKINGS

A very senior officer said that in his fourteen years' experience working in the HEP, almost all decisions have been made by the TNC: the officers only recommend, though their recommendations are generally accepted. The decision-making patterns of all TNCs were similar. It was not easy to arrive at a decision in the HEP, because although the final decision is the TNCs, the matter is first filtered through several officers in the HEP.

6.5 THE RELATIONSHIP BETWEEN HEP AND THE MINISTRY OF EDUCATION

A very Senior officer appeared very cautious when questioned about the relationship between HEP and the Ministry of Education, especially the reason for the series of meetings between TNCs and the Minister. He justified them on the grounds that implementation of AKTA is the responsibility of the TNC. The HEP and the Minister in charge of Higher Education need to exchange feedback on the status of student affairs in the country in general and in the individual institution. The reports²⁹ submitted to the Minister, he said, were reports on the orientation programmes of each University. Most of the programmes drawn up by each University are approved by the Minister, except that on one or two occasions the Minister was not very happy when lecturers from one institution were invited to another to give political talks. The Minister did not feel it was right that the University should give a free platform to anti-government campaigners. When asked about the issues which mainly concern the Minister, a very senior officer admitted that they are normally political matters, especially the issue of anti-government politics.

One senior officer said that he could not decide whether he thought the HEP should have a TNC appointed by the Minister, as at present, or one appointed by the people in the University. In any case, the question does not arise. The HEP must implement whatever is provided.

²⁹ The officer was very cautious about reports on the political activities of the students, as this is a rather sensitive issue.

Another officer said that under the present arrangement, the VC actually has the biggest role in deciding who will be the TNC; the Minister normally listens to the VC's recommendation. However, there have been cases, in some Universities, when someone from outside the University was appointed to the post. A TNC is normally someone known to the Minister, since he is supposed to be a person entrusted to mould the students according to the requirement of the national political leaders³⁰.

6.6 ECONOMIC BENEFIT OF HEP

When asked about the economic benefit that HEP could bring to the university, a very senior officer of the HEP replied that there is no direct benefit. However, the indirect benefit is that the HEP helps to build the image of the University. He said that, for example, the UPM is well known for strength in sports, and in terms of accommodation, it has a reputation for its good administration.

6.7 THE PERSONNEL

The appointment of all University Officers, including the HEP, is done by the office of the Registrar. In appointing the officer to be posted to HEP, the Registrar's office normally consults the HEP office right from the shortlisting stage. The names of candidates to be shortlisted and called for interview are normally forwarded to HEP for comments and suggestions. However, the Head of the HEP administration does not participate in the interview.

Regarding the professional training of administrative officers in the HEP, according to a very senior officer, all new officers must undergo an 'induction course' in basic administration issues, including a visit to each department. Beyond that, all training is 'on the job'. A new staff member uncertain of any matter relating to his/her duty, must refer to his/her senior colleagues.

³⁰ Political intervention in the affairs of the University is clear. In 1988, when there was acute competition for the leadership posts within the UMNO (the Ruling Party), UPM's administrative staff and academics were used by one group of politicians to organize speeches in support of particular candidates. The TNC was the main organiser of the programme.

One very senior officer believes that the HEP officers, in performing their jobs, are accountable to themselves personally. They are independently responsible for whatever is assigned to them. He said that in his experience, the University will not defend the staff should they make mistakes. Nor does the university provide any guide-lines. Students' affairs are left to be decided by each officer independently.

One officer suggested that very few officers understand their professional roles in helping students. The Counselling Unit, among others, is very active in organizing various activities geared towards providing an understanding of the professional role.

To improve the quality of services provided by the HEP, a very senior officer said that as an administrative Head, his next plan is to improve the quality of staff. He again insisted that all staff should be 'all rounder' especially in the area of religion. During his term in the HEP there had been a noticeable change in staff composition in the HEP. More lady officers were recruited to senior posts. He said that the lady officers are in a better position to understand the special needs of female students, who may prefer to discuss some issues in confidence with a woman. As the number of officers increases, so will the number of general supporting staff.

The same officer insisted that the HEP staff should be knowledgeable about religion. He expressed satisfaction that the Religious Unit, has its own Resource Unit. The second important thing, he said, is to pay attention to research activities within the HEP, though he would not suggest the creation of another unit to take charge of research within the HEP. He would prefer it to be absorbed within the existing units.

When asked whether the individual style of the TNC can change HEP, a senior officer said that it is very possible³¹. For example, during TNC Two's time, he managed to break the '*purdah group*' (the group of those women whose dress covers everything including their face). He had also solved the problem of the '*Kelantan group*'³², who stuck together and occasionally clashed with other student groups. This TNC was the only person in the University brave enough to address this delicate and sensitive issue which involved not only students but also academic

³¹ Compare this with the Analysis of Variance in Chapter Seven (Analysis and Discussion) which indicate that over the years there is no significant difference in the agenda of the meetings (Chaired by different TNCs) of the HEP.

³² A similar, more serious, problem was faced by students of Oxford in the Thirteenth Century, when rivalries raged between Nations - Northern English, Southern English, Scots, Irish and Welsh (see for example Curtis, 1965)

and non-academic staff. The officer in question said he himself had influenced the TNC's decision to address the matter, convincing him that 'God has sent somebody (referring to the TNC) who is very firm in exercising truth.' The TNC was successful and UPM can now boast that it is free of the '*purdah*' and the parochial Kelantanese factions which continue to pose problems in other Universities.

Another interesting point was that during TNC Two's term, all HEP officers who had served reasonably long in the university were promoted: the Chief Assistant Registrar to Deputy Registrar, the Senior Assistant Registrar to Chief Assistant Registrar, and all Heads of Unit from Assistant Registrars to Senior Assistant Registrars. The salary scale of the Chief Medical Officer of the Health Centre (Unit) was upgraded from Scale 'G' to 'F' and another 'G' post, that of the medical officer, was created. The voice of the TNC at that time, said the officer, was very strong in the University.

Another officer said that each TNC has his/her own ideas and style in managing the HEP, but a three-year secondment is too short for a person to really make his mark. In the context of UPM, based on his experience working with the various TNCs, he said he would classify each TNC as follows:

1. A 'peace maker'. He managed to bring peace to two parties in confrontation. However, the shortcomings of this style is that it often makes certain innocent individuals or groups victims of compromise.
2. A 'law enforcer'. He followed the AKTA strictly and the HEP officers were encouraged to concern themselves with rules and regulations.
3. A 'nationalist', who taught the staff and students the meaning of nationalism and love of the nation.
4. An interpreter of the AKTA³³. This TNC is a very objective person and does not practice discrimination or favouritism. He encourages intellectual interpretation of the role of the HEP as a service providing division. He has introduced the

³³ This TNC was brought to court by a group of students who were expelled from the UPM for ragging new students. It was the first Court case of its kind in Malaysia.

philosophy of the HEP in writing, and specified several virtues to be understood and practised by the HEP officers. He is more goal-oriented than problem oriented and favours activities that have a long term effect on students. His approach is humanitarian.

When asked whether he would prefer for the HEP to have a permanent TNC or to retain the present status of having a TNC who is an academic on a short term secondment, a very senior officer said he would prefer to retain the present arrangement, under which a TNC who is no longer interested and effective in his job can easily be replaced. He also said that a TNC need not necessarily be a highly qualified academic, such as a professor. What is more important is his interest in students. He should be interested and willing to go out of his office to mingle with students.

6.8 STAFF CONFLICTS

There seems to exist, personal conflicts among the very senior staff in the HEP, as a result of which, it was said, good suggestions which would benefit the HEP and students, made by very senior officer and endorsed by the meeting, could not be implemented, or even considered for adoption as policy. Had they been forwarded by another officer, they would have been accepted. One officer said that he had even been told that since he had so many ideas to be implemented, he should find the money himself.

6.9 FINANCIAL MATTERS

The most crucial constraint in the HEP, according to a very senior officer, is its financial aspect. However, he said that the problem of funds is common to all departments in UPM. The practice has been that every year, each department submits its budget plan but the central financial controller does not approve all that is requested. The budget proposals are normally in their ideal form and the central controller might not have the capacity to fulfil it. This must be understood

by everybody in the University.

With regard to the status of the HEP within the University structure, a very senior officer voiced the opinion that it is no higher than a faculty. Although the Chief Administrator, a TNC, bears the second highest post within the University set-up, the recognition does not come together with financial allocations. He said that the HEP has no financial budgets of its own, but is treated as a small division within the Chancellory. He would like to see independent financial control.

A very senior officer claimed to be ignorant about financial matters in the HEP, as information on such matters is strictly controlled by the financial controller. He recalled that at one time, in a formal meeting of HEP officers, the Sports Officer asked whether his Unit could still organize activities and was told by the financial controller there was no more money left. Ironically, he said, at the end of every year, the financial controller engages in 'Christmas shopping' for non-essential office equipment. Even office boys are using executive chairs. He said that he was not concerned with office boys and chairs as such, but with the financial principles and procedures they represent³⁴.

One senior officer claimed that the financial controller in the HEP does not let other HEP officers know how much money is allocated to their sections, so activities are organized mostly on a short term basis. He perceived this as 'a strange administration', carried out for the convenience of the officer rather than for the betterment of student life³⁵. It was suggested that even the TNC has little influence in this regard.

6.10 BUREAUCRATIC PROBLEMS

One senior officer suggested that academic matters are the most important thing in the University. Unfortunately, he said, most officers in the HEP office are bureaucratically inclined, and bureaucratic rules and regulations are growing in number. He believes that only about twenty

³⁴ It is common practice in government departments in Malaysia to try to spend the departmental allocation before the new year begins. If they do not, the unspent money will have to be returned to the Central Government Treasurer. Moreover, as the new year's allocation is normally based on the previous year's expenditure, failure to use up one's allocation may lead to a budget cut in the next year.

³⁵ This opinion again supports what was said by student leaders presented in Chapter Five, raising the question of whether the HEP was developed to help students, or merely to provide jobs and opportunities for promotion for the officers in HEP.

percent of administrators are interested in academic matters, while the rest are more concerned with expanding bureaucracy.

However, another officer said that unlike the administrators, the TNCs prioritize academic matters. They are not unduly concerned with trivial matters such as what time the staff arrive in the morning, because they understand that their role is not confined by normal office hours - sometimes, for example, they will be dealing with students late at night.

Because there are some differences of priority between the TNC and the HEP staff, a Senior Staff member said that conflicts do sometimes occur. However, he believes that it is the personality of the officer that determines whether bureaucracy is strong or weak in the HEP. He felt that bureaucratic thinking destroys the enthusiasm of those officers who do prioritize academic thinking.

Another senior officer observed that bureaucratically-inclined officers of the HEP 'play politics', and manipulate information when dealing with the students³⁶. As an example, he said that the financial allocation for students' activities is based on fifty Ringgits per student, per year. However, the financial controller in the HEP used to tell students that the allocation is only thirty Ringgits. When some officers in the HEP sought clarification from the University Bursar, the Bursar himself did not know about it, and said that there was no directive on the matter from the Ministry of Education.

6.11 RELATIONSHIP WITH STUDENTS

On the relationship with students, a very senior officer stressed that HEP has adopted an 'open door' policy, in all units except counselling, where an appointment system is used. He felt that to insist that students can only be seen by appointment would in most units be inappropriate and off-putting to students. However, when HEP staff cannot provide an immediate answer to a problem, normally an appointment will be made to allow the staff to prepare or gather more materials. In an emergency, the HEP may summon students to the office.

³⁶ This opinion is consistent with the opinion of student leaders presented in Chapter Five.

The same person said that although HEP officers want to help students and in fact sympathize with them, they must accept that they are at the same time University staff. Everybody, wants do their best for the students, but the University cannot afford everything, the officers have to engage in Public Relations. They should not make promises that cannot be fulfilled, as this reflects badly on the whole service. Instead, they should discuss the problem with students and suggest alternatives. He is of the view that the most important aspect of HEP is students' financial aid and students' activities. The administration of both, when he first came to the HEP, were not very efficient, but he was satisfied with the result of his efforts to strengthen these two areas.

One officer said that at present he is not very happy with the way students are treated. Often, he said, students were deliberately misled, especially with regard to the student activities fund, just to make them less demanding. When rejecting students' proposal, officers frequently tried to blame the decision on the Minister of Education. Sometimes students' ideas are not even forwarded by the clerical staff. Indeed, a senior officer suggested that students are often intimidated by the clerical staff. The students sub-culture has been that they are generally afraid of the authority. This could be the result of some HEP staff discouraging students from coming forward too regularly, to make their jobs easier. Some staff, it was alleged, have adopted the attitude that the more students are afraid of them, the less frequent they will come to the office and the less trouble and inconvenience they will cause.

One officer said that a tactic sometimes used to put off leaders of student organizations, other than those from the PMI and the MPP (whom HEP normally treat with extra caution) is to say that, the University, according to the AKTA, recognizes only two organizations, the PMI and the MPP. In fact, this is totally false, as the AKTA recognizes all student organizations that are registered with the University. This kind of answer impedes students' activities on campus. The HEP officers take advantage of students' ignorance of their rights. By the time students become aware of their rights, it is normally too late. However, he was pleased at some recent indications of growing student awareness. One group, for example, had complained to HEP, in writing, that their lecturer was not teaching them properly, and he is now looking into the matter. He was also

pleased at complaints concerning an attempt to separate male and female students in the '*Persatuan Silat Cekak*' (a Malay Martial Arts group) on the grounds that Islamic religion prohibits the socialising of males and females. He saw complaints as encouraging signs that students were becoming more aware and assertive.

6.12 OPINION ON STUDENTS' ACTIVITIES

A very senior official of the HEP said that HEP sometimes organizes activities for students³⁷. He said, if any activity is suggested to the students and they do not want to organize it, HEP will do so. They also organize activities if it is felt that the students are not capable of organising a high level activity. Staff are generally satisfied with the various student activities organized by the HEP, except for cultural and arts activities. In the various cultural activities organized by the university, a very senior officer commented that, using the analogy of a theatre production, students are actors or actresses but never the director.

The situation is different in sporting activities, where students are involved in all aspects³⁸. A senior officer observed that the Sports Unit allows more freedom to students than the Cultural Unit because the Sports Officer takes students out to enter competitions. There are State and National organizations into which the university sporting activities can fit, but this is not the case with cultural activities.

This discriminative treatment between sports and culture is clear in the provision of facilities. For example, there is a University Sports Council which has an annual grant to finance sporting activities, but there is no equivalent for cultural activities.

Another reason for the lack of attention to cultural activities is religious pressure³⁹. Most of the time, the personnel in the authority lack sufficient religious knowledge to counter the demands of individuals or groups who quote religious texts to support their views. It is widely said that the present 'Malaysian culture and arts' are not Islamic, and so are not needed on campus.

³⁷ This supports the student leaders' allegation that the HEP takes over students' roles in the organization of activities.

³⁸ Compare this with comments from the students that in Sports, students are also neglected. This raises the question whether students want freedom or need more guidance.

³⁹ This issue goes back to the question of segregation of the sexes.

Another reason given for down-playing the role of artistic and cultural activities is that most TNCs seem to be wanting to please whoever is Minister of Education at the time. Some Ministers have not been interested in culture and arts, which can be politically sensitive, and raise problematic issues for the Minister to tackle. A very senior officer commented that most people in the University focus unduly on the negative political implications of cultural activities and do not recognize their intellectual value. Nor has culture been exploited to integrate students of various ethnicities, as has been the case with sports.

6.13 STUDENTS' CULTURE

Commenting on the students' culture, a very Senior Staff of the HEP said that only when he was transferred to the HEP office, and started reading the files, did he begin to understand how difficult it is for the HEP to deal with the students. This might not be understood by the authorities in other departments. His experience in dealing with the students when he was in charge of examinations and admissions was very different. The examinations and admissions regulations and procedures, he said, were obeyed without question by the students. In the HEP, conflicts between the staff and the students are more prone to occur, because the range and variety of students' demands is such that disagreement is inevitable. For this reason, he at first found the HEP frightening.

However, he was not unduly concerned about anti-government feelings on campuses. He regarded this as common among students, and simply due to their lack of understanding of the overall situation in the country, and of the role of the university authority. Similarly, he said, students' complaints that the Bursar's Office delays the payment of their grants, arises because they do not understand the system and constraints on the university administration. If the authority could make the students understand these problems, anti-establishment conflicts would be minimized.

The heterogeneity of the student population in the University according to one senior officer is something to be frightened of. It would be better for the HEP if the variety of student groups were less. The age range is very wide, from eighteen to over forty years old and their behaviour and demands are varied, which makes it difficult for the HEP staff to meet the demands and needs of all students.

However, it could be argued that this is not necessarily true. It may be to the university's advantage, politically, to have more student groups. As far as the university is concerned, the policy has been an open one, except that language societies and state associations are not permitted to be formed in the UPM (other universities permit their establishment). What is encouraged by the UPM is the establishment of more academically inclined clubs and associations.

On top of the problems of meeting the heterogeneous students' needs, are racial problems which must not be ignored. A very senior officer admitted that the racial problem is serious. For example, the 'Chinese tend to mix only with other Chinese'. A very senior officer observed that student social integration does not exist in the University, even at residential college level. In the dining hall, it was said that the Malays will normally eat together with the Malays and similarly with the Chinese and the Indians.

In the light of racial disharmony, when there is a student association in which most members are Malays, the non-Malays will withdraw and if most members are Chinese, the Malays will withdraw. It is only in the sporting activities that they mix and cooperate with each other with a common aim, that is to win. This problem on Malaysian campuses is a reflection of the situation in the country as a whole. The HEP tries to eradicate these racial problems by controlling student activities⁴⁰. For example, if a student association wants to organize a trip and it is found that the trip is exclusive to one particular ethnic group, permission might not be granted. The HEP makes it a point that there must be a balanced participation of various races in all students activities. With regard to religious associations, however, these were said to be part of the University tradition, and no reason was seen to abolish them. 'After all', one officer said, 'it

⁴⁰ This seems to be the answer to the issue of control raised by student leaders in Chapter Five.

is better for the students to have a religion than not to have one'.

6.14 GENERAL CONCLUSION

All Senior Staff, including the TNCs, believe that the HEP was created to fulfil the needs of the nation to produce 'all round' graduates. Faculty inputs are seen as inadequate to develop students' personality and leadership. Other considerations that have contributed to the creation of the HEP are:

1. the political needs of the country;
2. the perceived immaturity and inability to organize meaningful activities of students.
3. the diversity of student backgrounds which creates many unique needs.

These factors provide strong reasons for the creation of an administrative structure within the University that specifically deals with student matters. Various specialized service-providing sectors have been created within the structure. Cooperation between the specialists in the HEP and the academics, has been achieved through the Deputy Dean of Students in each faculty, and through College Principals. It is to be noted here that UPM has been quick to provide the bridge between academics and specialists, compared to what happened in the USA during the early history of Student Personnel Services in that country.

Despite the existence in the HEP of various policy-making boards, there are complaints from the staff that they are not given clear guide-lines as to how to carry out their duties. Too much, is said, to be left to the discretion of the individual officer. This may indicate that board members are appointed on their capacity to represent government departments rather than their expertise in student affairs. This is a common problem in government departments in Malaysia.

In providing the services to the students it is claimed that the HEP adopted an 'open-door' policy. However, views were also expressed which supported student leaders' perceptions of the HEP. Some of the views were:

1. Students are not treated as adults.
2. There are no clear policies and procedures on financial matters.
3. There is no service's guide-line.
4. Bureaucratic thinking in the HEP is very dominant.

In terms of students' activities, it was said that academic-oriented activities should be given preference. However, with regard to the preferred administrative structure for carrying out the activities, a permanent bureaucratic structure is chosen in place of a collegial structure. Here, it appears that when looking at students' activities, the staff prefer an academic ethos to prevail, but when thinking about their career positions and promotions they would prefer a bureaucratic system, which would enhance their importance within the University organization⁴¹.

⁴¹ There is actually a kind of competition between the administrators and the academics. The administrators are envied by the lecturers for having better administrative facilities such as the grade of telephone, supporting staff, car loan facilities' preference and so on. The academics are envied by the administrators because their salary scheme is said to be superior to that of the administrators.

CHAPTER SEVEN ANALYSIS AND DISCUSSION

PART I: OVERALL ANALYSIS

7.1.1 Basic questions

This part of the study will answer the basic question and sub-questions of this study. Analysis of the four groups of data: results of 'elite interviews' with the HEP authority (Chapter Five), results of 'focus group' discussions with various groups of student leaders (Chapter Four), records and documents on the University history, development and organization (Chapter Three) and the record of intensive observations over a period of three months in the UPM, provide a variety of answers to the question why Student Personnel Services or the HEP are provided in the University.

Staff and the student leaders have conflicting views with regard to the provision of the Student Personnel Services in the University (Compare Chapters Four and Five). The higher authority in HEP, especially the present and the former Deputy Vice Chancellors of the UPM unanimously claimed that the service is a necessity to students' life and, therefore, it is provided in the interest of the students. This claim suggests that the various authorities in HEP believe in 'student-centredness' as the philosophical basis for the services. However, information gathered through 'focus group' discussions with student leaders suggests otherwise. In an attempt to verify the differences in views of the student groups and the staff, a quantitative analysis of minutes of meetings of three Boards related to Students Personnel Services was undertaken.

The following is the presentation of the result of content analysis of the minutes of the meetings of three important bodies (the Board of Student Affairs, the Board of Student Accommodation and the Secretariat of Deputy Vice-Chancellors), directly responsible for underlining the policy and practice of Student Personnel services in UPM. The analysis was conducted using a statistical package called MINITAB and later verified with another package called SES.

An analysis of variance over the entire boards and agendas according to years indicated that there is a highly significant difference ($\alpha=0.002$: significant at 99%) between years in the distribution of the 120 agendas analysed. This can generally be interpreted that there are differences in the number of agendas discussed each year if all the three boards and four agendas were to be combined. A two-way analysis of variance of Boards and Agendas produced the results shown in Table 29.

A one-way analysis of variance was computed to find whether there is a significant difference among the three Boards/Secretariat. The calculation of means of agendas indicated that Board 2 had the highest means (18.98) of the three Boards⁴². In other words, over the ten-year-period, Board Two had the most agendas discussed each year compared to the other two Boards. The comparison of means of each Board are as shown in Table 30. The result of the analysis of variance indicated that there is a highly significant difference between Boards ($\alpha=0.000$: significant at .001)

TABLE 29
SUMMARY OF A TWO-WAY ANALYSIS OF VARIANCE OF BOARDS AND AGENDAS

SOURCE	DF	SS	MS	F	ALPHA
Boards	2	6148.9	3074.4	50.6	.001
Agendas	3	2880.2	960.1	15.8	.001
Inter-action	6	3223.9	537.3	8.9	.001
Error	108	6552.4	60.7		
TOTAL	119	18805.3			

⁴² Board 1, Board of Student Accommodation, UPM, Board 2, the Secretariat of Deputy Vice-Chancellors of Students and Board 3, Board of Student Affairs, UPM.

An analysis of means to see the difference between the four agendas: Agenda 1 (Administration), Agenda 2 (Students Activities), Agenda 3 (Students Discipline) and Agenda 4 (Students Welfare) indicated that Agenda 1, which represents administrative issues, received more attention. Agenda 2 (Students' activities) came second and the Welfare issues came last. Means of agendas are shown in Table 31.

TABLE 30
MEANS OF AGENDAS BY BOARDS

BOARD	MEAN
Board 1	6.35
Board 2	18.98
Board 3	2.12

Analysis of variance of means in Table 31 indicated that there is a highly significant difference between the four agendas ($\alpha=0.000$: significant at .001). Table 31 and Figure 10 indicates that agenda 1, which represents administrative issues, has received greater attention from authorities in the HEP.

However, when means of agendas of each Board were examined by year, to find where there were differences in attention to the four agendas, it was found that there was no significant difference in the number of agendas discussed over the years (Board 1: $\alpha=0.927$; Board 2: $\alpha=0.736$; and Board 3: $\alpha=0.850$). This indicates that changes in membership of any board (such as change of Chairperson or of DVC) does not affect the focus of the meetings. Graphic presentation of frequencies of appearance of each agenda according to each board over a decade can be seen in Figure 11, 12 and 13.

TABLE 31
MEANS OF AGENDAS

AGENDA	MEAN
Agenda 1	19.03
Agenda 2	11.20
Agenda 3	6.45
Agenda 4	4.50

FIGURE 10
MEANS OF AGENDAS

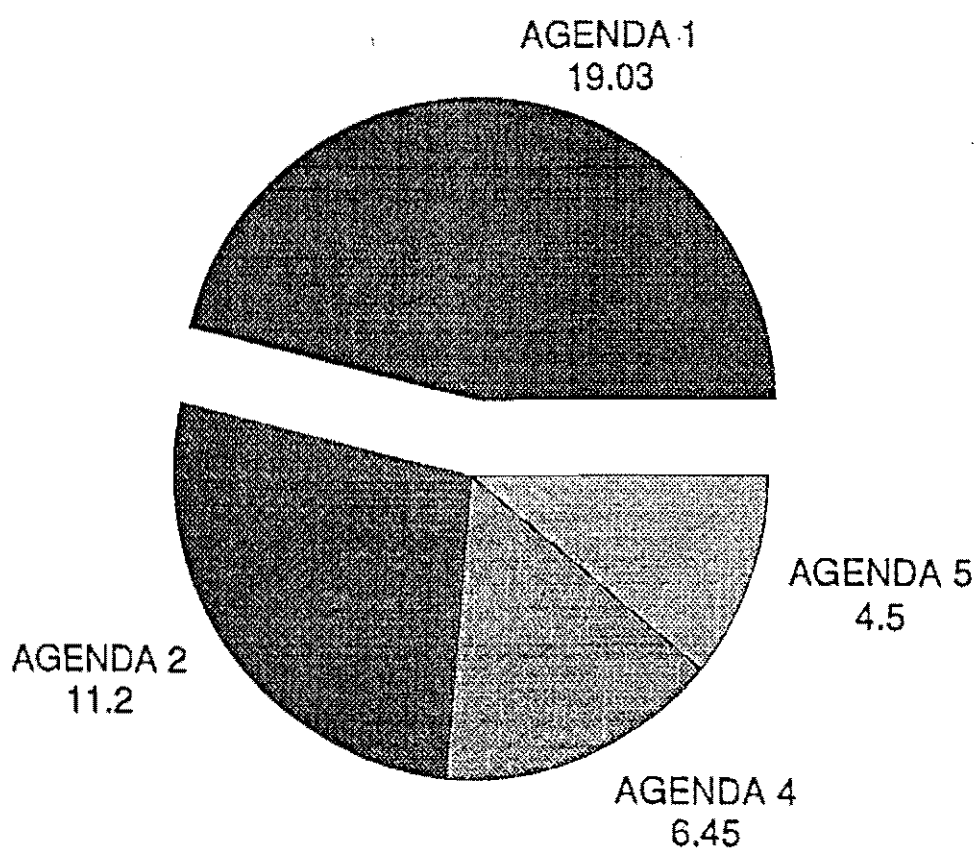


FIGURE 11
BOARD OF STUDENT ACCOMMODATION
FREQUENCIES OF EACH AGENDA

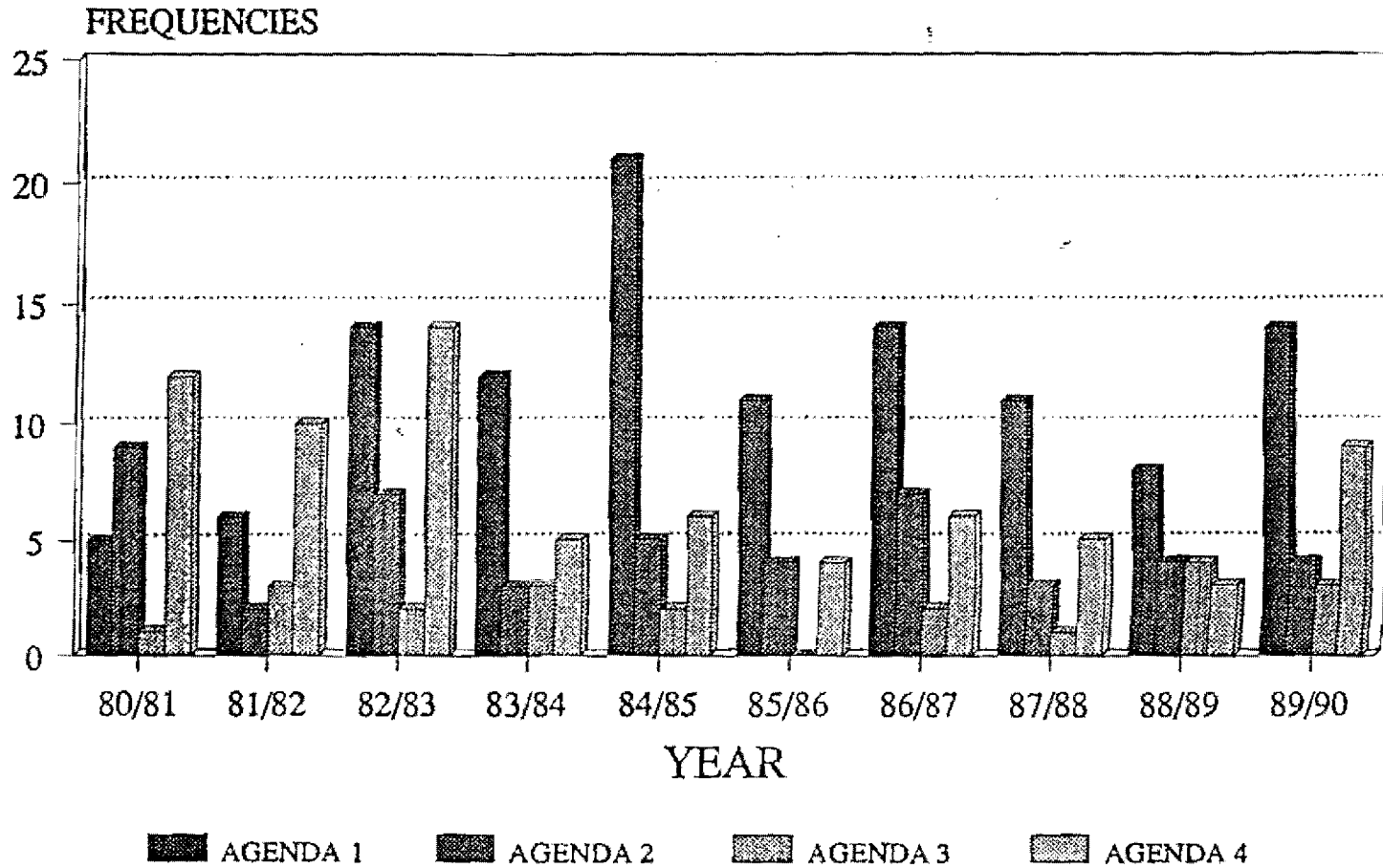


FIGURE 12
BOARD OF STUDENT AFFAIRS
FREQUENCIES OF EACH AGENDA

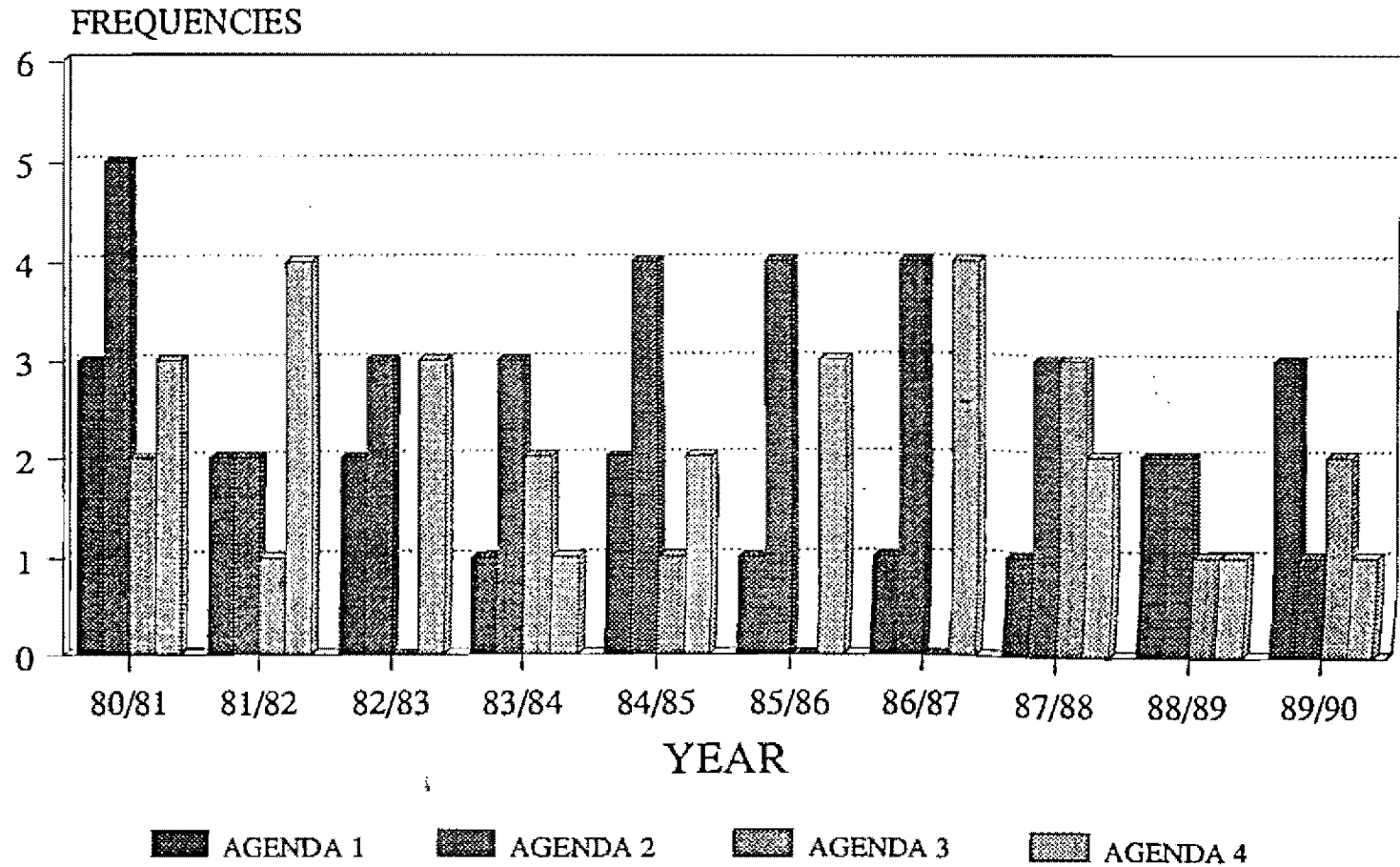
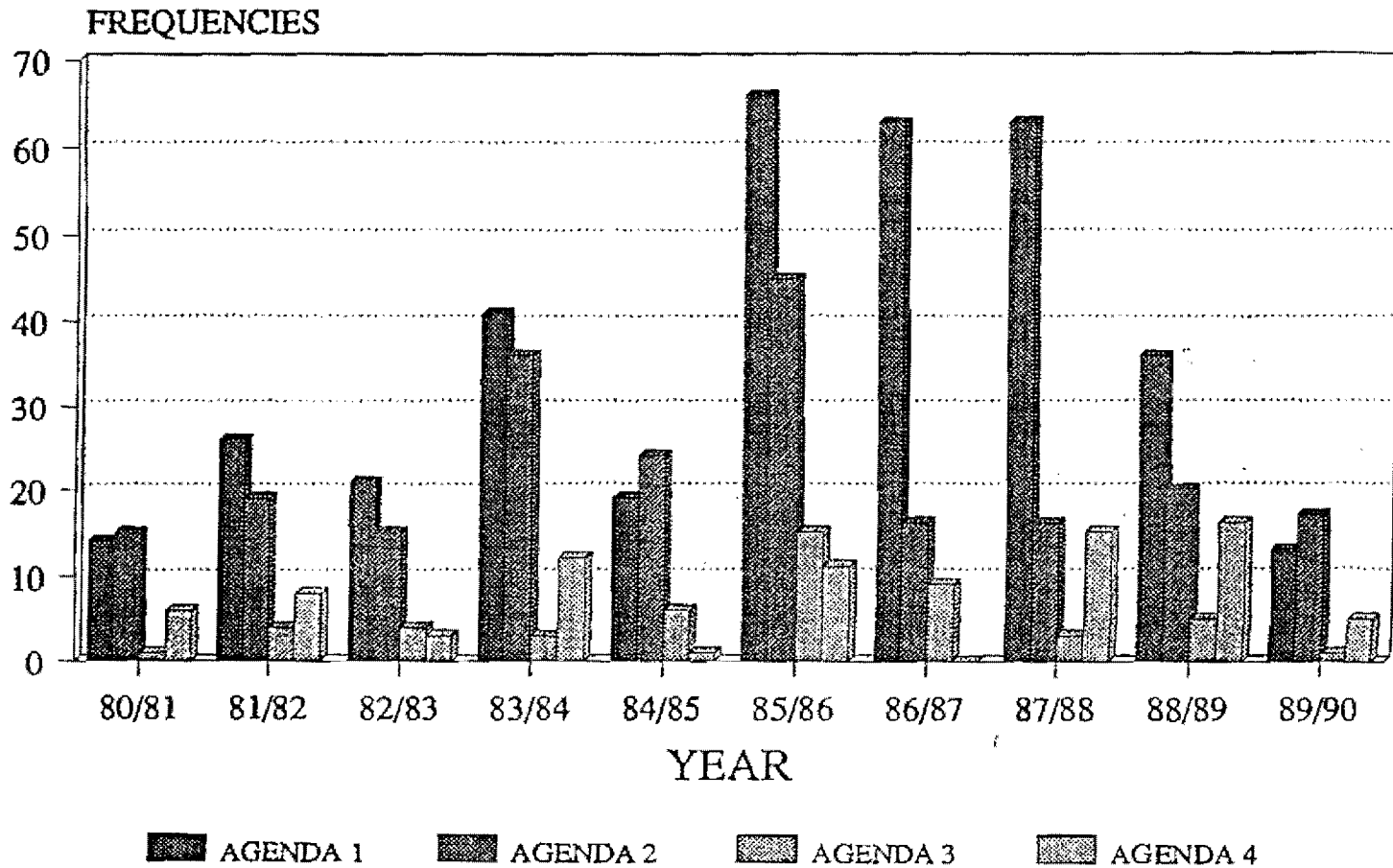


FIGURE 13
SECRETARIAT OF DEPUTY VICE-CHANCELLORS
FREQUENCIES OF EACH AGENDAS



A means analysis of each of the four agendas by each of the three boards can be seen in the cross tabulation of Table 32.

TABLE 32
MEANS OF AGENDAS BY BOARDS

AGENDAS	B1	B2	B3
Agenda 1	11.5	36.2	1.8
Agenda 2	4.8	23.7	3.1
Agenda 3	2.0	8.2	1.2
Agenda 4	7.1	7.8	2.4

Analysis of variance of the agendas based on the data presented in Table 32 indicated that there is a significant difference in Boards' attention towards agendas (Board 1: $\alpha=0.000$; Board 2: 0.000 and Board 3: 0.003). If means of an agenda can be interpreted as indicating its importance, Table 32 indicates that in both Board 1 and Board 2, administrative issues were the most important ones. However, in Board 3, Agenda 2, which is student activities, was seen as the most important issue. As to the second most important agenda, Board 1 seemed to be more consistent with Board 3 whereby Agenda 4 (Student Welfare) was placed as the second most important agenda. Figure 14 depicts the difference more clearly. Figure 15 compares Board 1 and Board 2, and Figure 16 compares Board 3 and Board 2.

FIGURE 14
MEETING OF VARIOUS BOARDS
MEANS OF EACH AGENDA BY BOARDS

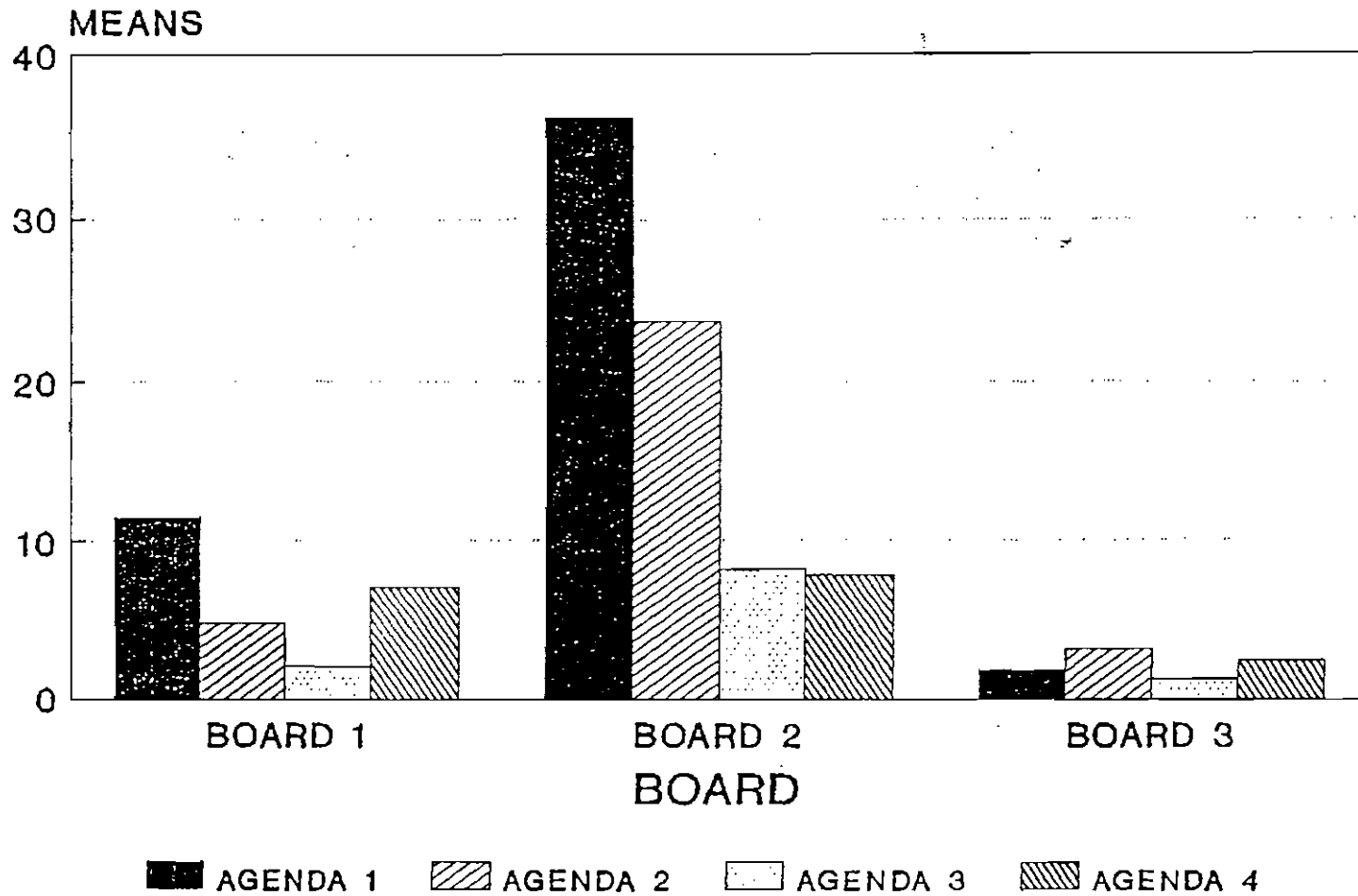
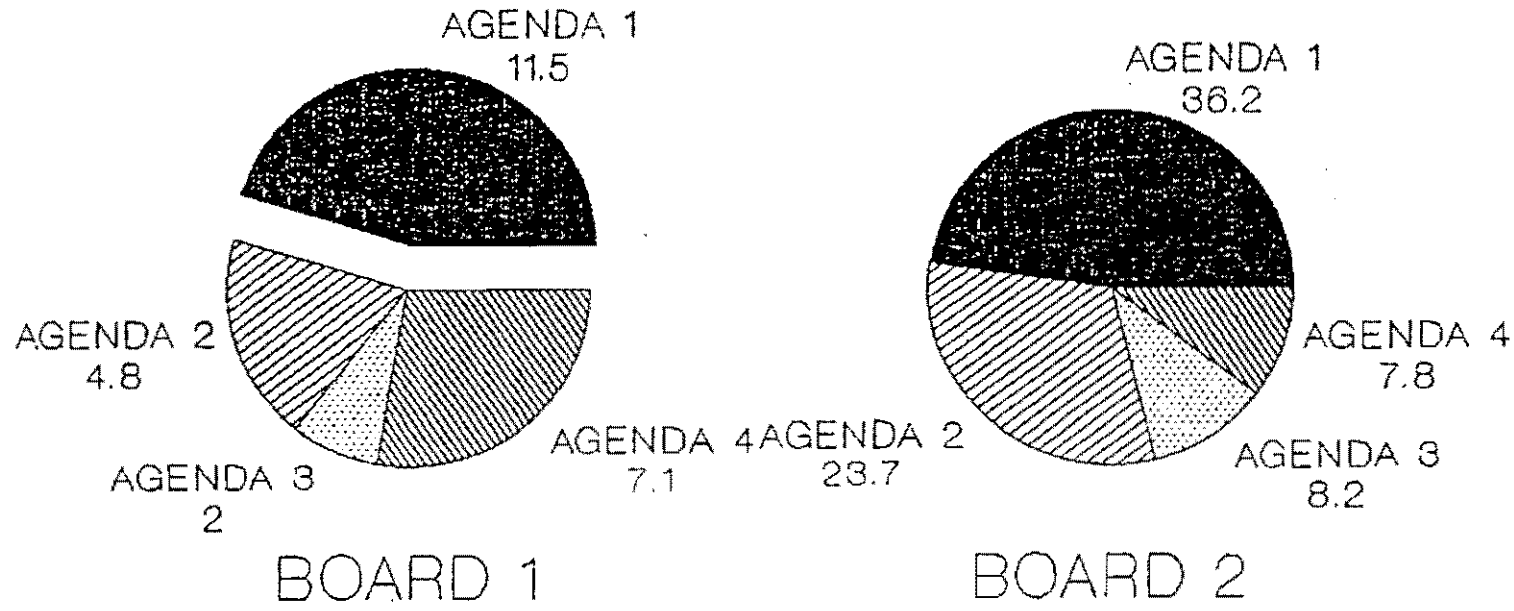
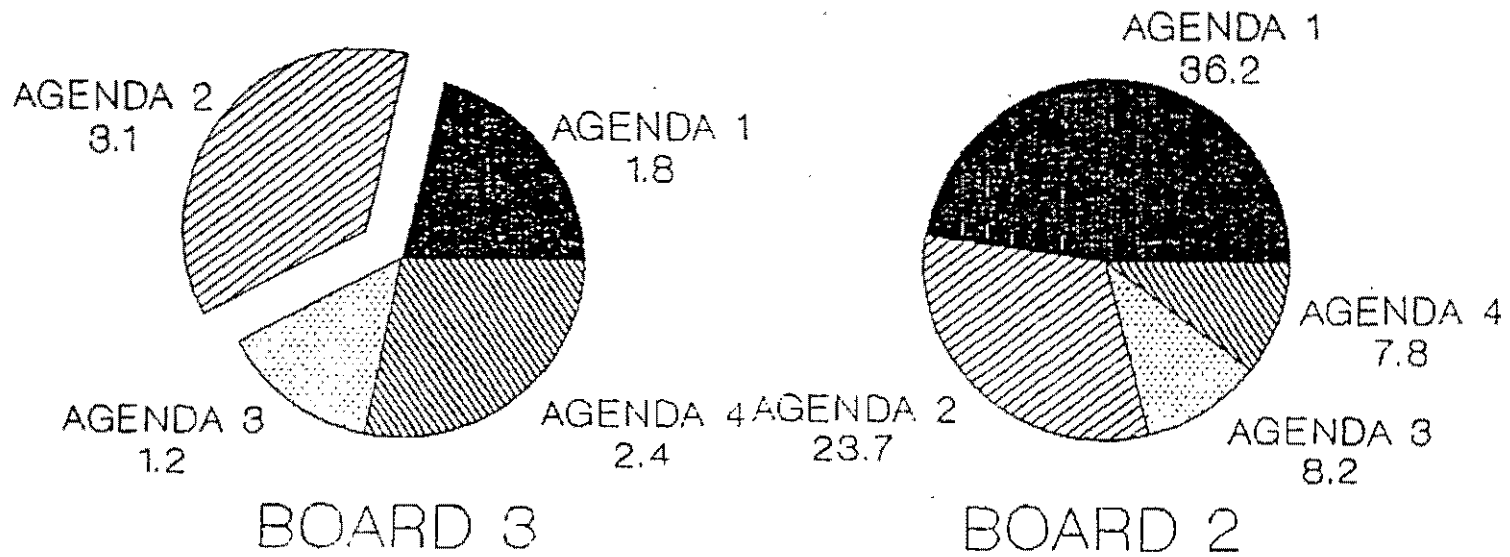


FIGURE 15
MEANS OF EACH AGENDA
A COMPARISON BETWEEN BOARD 1 AND 2



BOARDS' MEETINGS 1980-1990

FIGURE 16
MEANS OF EACH AGENDA
A COMPARISON BETWEEN BOARD 2 AND 3



BOARDS' MEETINGS 1980-1990

It was mentioned in Chapter Three that both Board 1 and Board 2 are chaired by the same person. Means' distribution in Table 32 indicated that Board 1 and 2 tend to share a similar pattern which may suggest that the Chairman of the meetings has got influence over the focus of their attention.

Analysis of the overall agendas of minutes of the various board meetings over ten years indicates that the priority agenda in their meetings is not the development and welfare of students, but administrative issues, which appear most frequently (mean=19.03) in the various boards' meetings, compared to student welfare, which appears to have much lower priority (mean=4.50).

The result of the statistical analysis described above suggests that the opinion of the students, presented in Chapter Five, closely reflects actual practice in the HEP and dispels the ideas that students' perceptions were merely based on their negative sentiments towards establishments, or that student leaders' opinions arise merely from their status as 'clients' or 'customers' who can never be satisfied. The minutes of the various boards' meetings are records of the 'thinking' and 'actions' of the authority, and unlikely to be untruthful. It could thus be argued that there is a discrepancy between the authority's theory and practice. The statement that 'HEP was created to cater for students' interest' may have been sincere, but appears to represent an ideal rather than a current practice. In short, although the goal of HEP looks very 'student centred', the practice in the past and at present has always been 'staff centred'.

Some may raise the issue that although the administrative agenda obtains a higher mean (19.03) than that of each other agenda, if the three other agendas were to be combined together, it would reflect a different picture. The other three agendas all reflect students' concerns, which implies that the HEP did focus their attention on student matters in each of their meetings. In this sense, their claim that they adopted 'student-centered' administration is valid. However, it could still be argued that matters concerning students' discipline should not be combined with the other two agendas in order to represent the 'student-centered' approach in the management of the HEP. The argument put forward here is that students' discipline is defined clearly by the AKTA as the responsibility of the Deputy Vice-Chancellor (Student Affairs) alone. As for Agenda 2 (students' activities), the procedure in the University provides that all students' activities must first be

approved by the HEP authority before they can be carried out. What is more, the AKTA prohibits students from managing any financial matters, which again leaves the HEP in full control of the central nervous system of students' activities.

Student leaders' views are also supported by information gathered through observation and the researcher's own personal working experience in the HEP. All information, except the opinions of the staff, confirmed that an authoritative style of administration is being practised. In many aspects of student life, the HEP exerts its authority - ranging from important decision-making to various day-to-day matters. The hand of the authorities is felt from the admission process, whereby students are not, technically, entirely free to choose the courses in which they are interested, right through to the organization of the '*Pesta Konvokesyen*' (graduation festivals), where students participate mainly as spectators. In the organization of students' activities, students alleged that the administrators and the lecturers have all the controlling power (see students' perceptions in Chapter Five).

The researcher's working experience as a Counsellor in the University reveals cases whereby students complained that they were given no alternative but to follow courses which were not suited to their actual interest. They only continued their study because higher education was their route to the advantages of the country's elite.

The questions now arise: Why was the HEP so administered? Why was it not consistent with its student-centred philosophy? (see staff's opinions in Chapter Six) What were the assumptions behind the style of administration? This study found the following assumptions underlying the style of administration in the HEP UPM:

1. Students were seen as a group of immature youngsters.
2. Students were considered incompetent to make the best decisions for their own life.
3. The administrators were '*lebih tua*' (older), therefore they were wiser. The Malay proverb '*lebih dulu makan garam*' (have eaten salt earlier) is still deeply rooted in the administrative practice.

4. The University authority wanted all activities organized by the University to reflect 'the best' and it was only the staff who were capable of producing the best and not the students.
5. It was embedded in the spirit of the AKTA that the HEP was created to lessen the burden of students in handling their non-academic matters so that they could concentrate solely on their studies.

The discrepancies between the philosophy, the practice and assumptions of the services are suspected to be related to the external environment of the University. It was found that the nature of the political environment in the country, especially, is reflected in the University authorities' behaviour. The political reality in Malaysia, especially with regard to the racial polarisation, does not permit a full democracy and autonomy to be practised in the University. One of the former Deputy Vice Chancellors interviewed said that in a Malaysian University democracy does exist, but it is in the form of a 'guided democracy' (see staff's opinions in Chapter Six).

Generally speaking, University students in Malaysia, especially the *Bumiputra*, pay nothing to finance their education, since everything is supported by the government. With this heavy investment in its social engineering programme, the government cannot afford to see failures, which would prolong the racial imbalance in highly skilled manpower, and in turn, undermine the political stability of the country.

The New Economic Policy (DEB) - a 20-year development plan- launched by the Malaysian Parliament in 1970 was proof of the government's seriousness in tackling the racial, social and economic imbalances. The DEB document clearly specifies that there must be thirty per cent *Bumiputra* participation in all sectors of life in the country. Any failure to achieve this target could be interpreted as the failure of the ruling government.

The arguments presented here suggest that in Malaysia the administration of the HEP, for the authorities' convenience, still strongly hold on to the '*in loco parentis*' theory - a theory regarded as outdated in the USA and in England - to explain the university-student relationship. Although TNC said in interview that, for him, the relationship should be that of 'salesman-consumer', this was rather an expression of his intention. In fact, the '*in loco parentis*' theory continues to operate, in that the University authority acts as the 'guardians' of the students, in the belief that they know what is best for them.

It could, thus far, be concluded that the rationale for the provision of Students Personnel Services in Malaysian Universities is strongly related to the political pressure in the country. It is the government, through the process of law, (see the background of the AKTA in Chapter Three) which stipulated that there must be a person known as the TNC or *Timbalan Naib Chanselor* (Deputy Vice-Chancellor) of Discipline (later changed to Student Affairs) to be appointed by the Minister of Education.

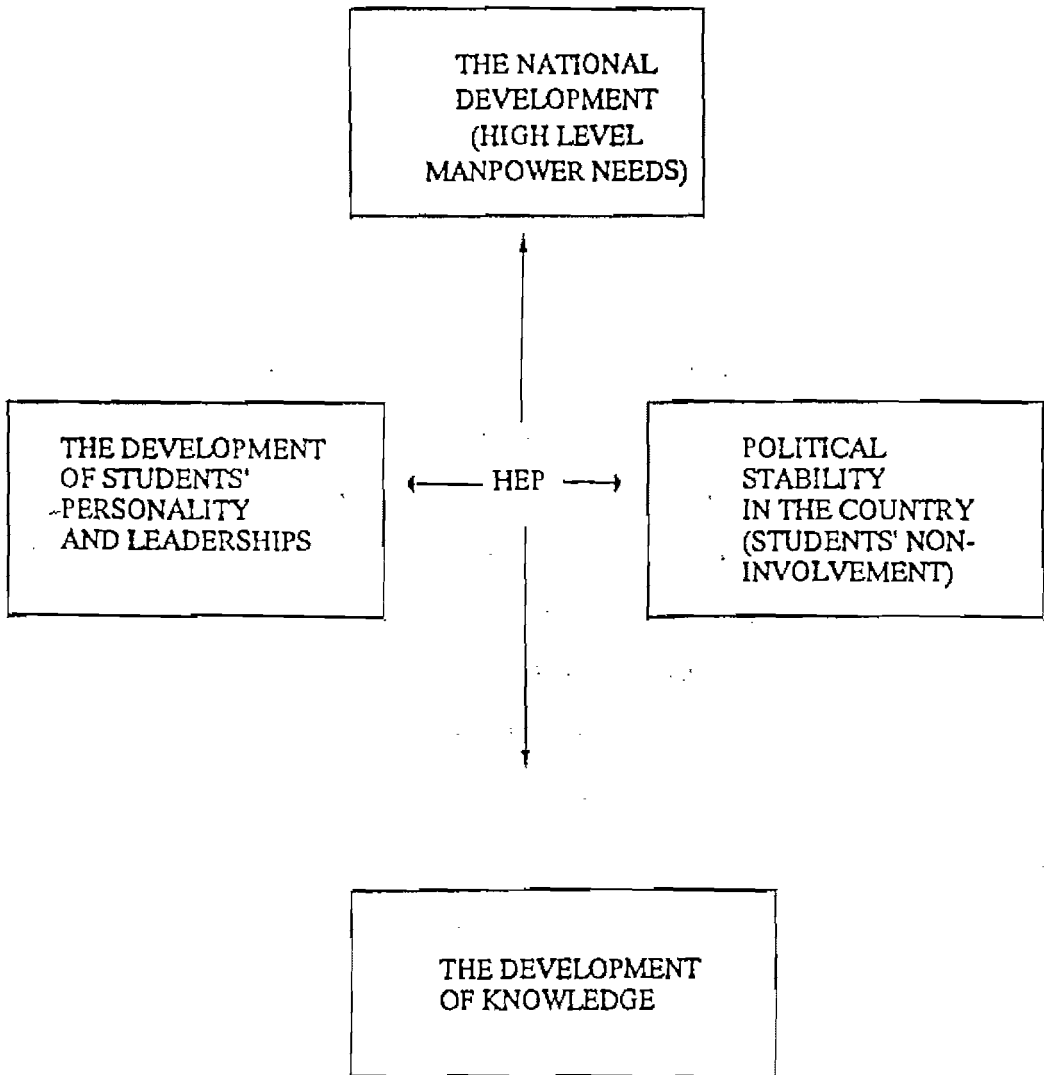
Because HEP was created as a directive from the authority outside the University it is quite natural that the loyalty and attention of the members of the HEP administration is not towards the 'ideal' of developing the students. For the convenience of the University authority, the *in loco parentis* theory of University-student relationship is adopted as the basis for the style of HEP's administration.

7.1.2. What are the goals of the services?

All sources of information combined together (the origin and development of the University in Chapter Three, the nature of the student community in Chapter Four, Students' perceptions in Chapter Five and Staff's opinion in Chapter Six), revealed various dimensions of goals to be achieved by the HEP. The dimensions are indicated in Figure 17.

In the process of prioritizing goals, the HEP staff said that the goal of the nation should come first (see Chapter Six: interview with TNCs).

FIGURE 17
GOALS OF HEP



For the national development, HEP's function as complementary to the academic function of the University is to ensure that the percentage of dropouts is constantly low. The nation cannot afford to lose its investment in human resources by high dropout rate. It is badly in need of high level skilled manpower to facilitate its economic and social development. The University output must meet targets for the yearly production of high-level skilled manpower set by the government. In this respect, the HEP is expected to provide an environment conducive to students' concentration on the effort to get the required qualifications.

This aim is loaded with political values in the context of multi-racial politics in Malaysia. That was why the country had to come up with a law to ensure that this aim was achieved. The law gave the University the full legal power to regulate and control its students so that they could be made to concentrate only on their studies. The *Akta* gave the University authority more power over the students. Through this Act, the TNC's post was created and made responsible for moulding the behaviour of University students to suit the needs of the political leaders.

As to the aim of the HEP to help to contribute to the development of knowledge for its intrinsic value, there seems to be a contradiction between the aim of the University and the way it is expressed. Academic freedom in its pure sense is almost non-existent in the life of students at UPM, but is limited to what is defined as '*boleh*' (approved) by the University authority. Any attempt to organize activity without the '*boleh licence*' could lead to disciplinary action. Students are denied freedom to define their own life on campus.

Any public speaking by the students or their advisers (normally lecturers) must be tape-recorded and the tape must be passed on to the HEP office immediately after the function is over. National figures, from within or outside the University, invited to address the university students, must first be approved in writing by the HEP authority. Communication or cooperation between students of different Universities is forbidden unless such effort is made by the members of staff of the HEP. Hence, the argument that the University is very seriously engaged in developing knowledge for its intrinsic value is difficult to defend. Rather, the University is involved in the business of transferring information from the 'informed' (the teachers) to the 'uninformed' (the students). Even the 'what' and 'how' of information transfer are clearly defined by the administration of the University.

The aim of developing students' personality and leadership is achieved more through physical activity. It is easier to get approval for activities that are physically-oriented than for an intellectually-charged activity. Members of the HEP administration justify their approach through the saying, '*otak yang cergas datangnya dari badan yang sihat*' (Mental fitness comes from a body that is healthy). Any intellectual activities organized by students are subject to strict control and supervision as the authority suspects that such activities may be used to propagate dangerous

idealism.

In response to this practice, students use religious activities as their means of escape (see Chapter Four on Students and University life). Intellectual and political activities are organized by the students clandestinely, through activities organized in the name of religion. Discussions and study groups that address political issues and idealism are organized within the religious circle and at the *surau* (mini mosques). The researcher found, in conversations with various student leaders that religious student leaders, especially the ladies, were more capable of discussing matters of philosophy and idealism than leaders of other groups, whose thinking seemed more technical or activity-oriented.

The practice of the HEP administration is found to be in conflict with its aim to produce what it calls *pelajar seimbang* (balanced students). What has been practised in the HEP could only be expected to produce 'technical man' rather than 'thinking man'.

**7.1.3 What are the operational instruments - the manpower and the
administrative structure - used to
achieve its aims.
Is there any other option?**

To operationalize all the aims of the HEP, the University has established within the structure of the University a division called the Division of Student Affairs. A Deputy Vice Chancellor is made the head of the division. His duty is solely within the area of student affairs in the university. A TNC is appointed from amongst the academicians of the University (in certain other universities it could be someone from outside the university) by the Minister of Education on the recommendation of the Vice Chancellor. The appointment is a temporary transfer or secondment for a term of three years.

The UPM, like other Universities in Malaysia, seems to have adopted the specialization approach in managing its Students Personnel Services. Although 'management by committee' continues to exist, it only exists for the sake of maintaining the tradition. Committees like the Orientation Committee, New Students Registration Committee and Committee on Students Academic Advising continue to meet and discuss various student issues, but they no longer seem

to function effectively. The reason for the decline in their importance seems to lie in their lack of financial control. They have to depend on the HEP to finance their activities, and as a result, activities decided upon by the committee are, in fact, carried out by the HEP administration.

It is speculated that the reason for the HEP maintaining the committees is to avoid criticism from academicians. Meetings, normally presided over by the TNC, provide outlets for the lecturers to express their feelings and opinions, but it is left to the HEP to decide and to act.

A possible alternative to the present arrangement of the administration of Students Personnel Services would be the institution of Residential Colleges. It was found that the HEP administrators are fully aware of this potential. Observation of the interaction between the HEP and the Residential Colleges administrations, revealed that there were elements of rivalry between the two institutions. The *Pengetua* is provided with the legislative power over his/her students through the *Peraturan Kolej Kediaman* (Residential Colleges Procedures), regulations passed through the University Senate. The *Pengetuas* are officially not subordinates of the TNC-HEP as their appointments are made by the Vice Chancellor, to whom they are directly accountable.

The *Pengetua* has full control of finances within his/her residential college, and approves the various financial allocations, including those for students' activities. Therefore, student activities organized by the students' association within the residential colleges do not have to depend on the HEP for financial resources, and there is less red-tape in Residential Colleges than in the HEP. *Pengetuas* in UPM are reputed to be very sympathetic towards students' courses.

Residential colleges could provide a good link between classroom teaching and students' non-curricular life, because the *Pengetuas* themselves are mostly members of the academic staff. Lecturers who are interested in students' non-curricular life are appointed as either residential fellows (to live with the students in an apartment provided within each residential 'block'⁴³) or non residential fellows. Their appointments are made by the Vice Chancellor, which confers some prestige. Fellows provide the necessary assistance to the *Pengetua* in facilitating students activities at college level.

⁴³ Normally there are five blocks in each residential college.

If the College concept were expanded to include the academic aspect of student life, it could potentially overshadow the role and function of the present HEP. Even now, some colleges have their own equipment and facilities for student activities, such as musical instruments, theatrical costumes, recreational and health facilities, sports equipment and courts and printing facilities. In fact, colleges compete to attract the best students, especially sportswomen and sportsmen, since there is a prestigious Inter-Collegiate Sports Festival known as the '*Pesta Sukan Antara Kolej Kediaman*' organized on a yearly basis. *Pengetuas* hope to be crowned by the VC or TNC as the overall Winner of the sports competition.

Another strong point of the Residential College, as an institution within the University providing Student Personnel Services, is that the *Pengetua* is not seen by the students as oppressive to students, as the HEP has been (see students' perceptions in Chapter Five). In certain cases the HEP (due to conflicts between its officers and students, and very much to the dislike of the top leaders of UPM and the political leaders in the country) is seen as a liability, but the Residential College is seen as an asset (both financially and politically), whereby student behaviour is controlled in a subtle and wise manner. The college concept in UPM could potentially be upgraded into one similar to that of Oxford⁴⁴, England, if academic facilities could be provided at each college. This is seen as viable considering the ever increasing student population in UPM.

7.1.4. What are the activities of the HEP?

The activities of the HEP are organized according to Units, formally established in the mid 1980s. Each unit runs its own daily administration without much interference from the HEP main office (the Deputy Registrar's Office). The only control imposed by that office is in matters of finance. Whereas HEP activities are fully controlled by the TNC, financial control is strictly supervised by the Deputy Registrar. Interviews with the TNCs and senior staff in the HEP, suggests that other staff, including the TNC, have little knowledge about financial matters in the

⁴⁴ In Oxford and Cambridge students must enrol with a College in order to be a student of these Universities. All academic and research facilities are organized within each college.

of its financial affairs, and deals direct with the Bursar's Office.

Officially, the activities of the HEP are spelled out according to the job descriptions of every unit. These include advising students with regard to the various matters of students' concerns, consultancy with students, individually or in groups, and the daily administration of each unit in the HEP. However, the researcher's experience working in the HEP-UPM, supported by the three-month intensive observation, indicated that the activities of the HEP could generally be categorized as the follows:

1. Normal daily administrative routine.
2. Seasonal activities such as Orientation Programmes for new students, '*Pesta Konvokesyen*' and the MPP elections.
3. Conducting various training programmes for the students.
4. Co-organising various projects with students.
5. Extension or community service activities such as career advice in schools and motivational training for staff of various government and private agencies.

Student leaders felt that many activities organized by the HEP staff overlapped with those organized by students. Students felt that the HEP staff had taken over various activities which used to be organized by student groups, denying them opportunities to accumulate experience in organizing activities like the *Pesta Konvokesyen* which they regarded as symbolic of students' pride in their University. Students believed that the general public liked to compare the grandeur of *Pesta Konvokesyen* of the UPM and other Universities located near Kuala Lumpur, such as Universiti Kebangsaan Malaysia and the Universiti Malaya. Because the *Pesta Konvokesyen* is organized by the staff, students believe that however well-organized, it cannot give them the sense of pride felt by the UKM students, who organize their own *pesta*. This is one example of the differences in opinion between the staff and the students with regard to the organization of students' activities.

A TNC said, during an interview, that in UPM the VC wanted the best. In the case of *Pesta Konvokesyen*, one TNC said, the opening ceremony was customarily launched by the His Highness the Sultan of Selangor, who is also the Chancellor of the UPM. In any University affairs that involved the highest dignitaries of the country like the Sultan, the Prime Minister or the Deputy Prime Minister, the VC wanted perfection. When asked his opinion about the UKM allowing its students to organize the *Pesta*, although it also is normally opened by its Chancellor, who is also a Sultan and in the case of Tun Razak, Prime Minister, the TNC answered that it was a matter of approach. In this regard, it could be tentatively concluded that at least in the case of the organization of the *Pesta Konvokesyen*, authorities of the UKM trusted the abilities of their students more than their counterpart in the UPM. This was a major source of dissatisfaction for UPM students, or at least their leaders, towards the administration of the HEP, who felt relegated to the position of market stall-holders.

There were also overlapping roles between units in the HEP. For instance, although there was already a Religious Unit in the HEP, but in 1989 the University established another religious-related administrative sector known as the Islamic Centre, with the office also located in the main HEP Office. The new Centre was headed by very senior Associate Professor. The status of the Head of the Centre was equivalent to a Dean. At the time the field work was being conducted, the Centre appeared to have no clear job other than to administer the management of the Great Mosque of the *qaryah* (locality) Serdang. In fact, there is already a committee of people in the *qaryah* to look after the affairs of the mosque. The activities of the mosque in the *qaryah* Serdang (such as worship, marriage, welfare and funeral rites) had long been going very well without the creation of the post of a Director of the Islamic Centre.

Because the Director of the Centre was appointed from amongst the academics, the expectation had been that the activity of the Centre would be academically-related. However, the reality was not as was expected. Units teaching Islamic courses, such as *Tamaddun Islam* (Islamic Civilization) and Introduction to Islam, were not housed by this Centre but by other faculties namely the Faculty of Educational Studies and the Faculty of Human Ecology. Since the activities of the mosque are organized by committee of people of the Serdang community, the

teaching of Islamic courses is handled by other faculties, and students' religious activities taken care of by the Religious Unit of the HEP, the Islamic Centre seems to be left with a very vague role. Observation reveal that members of the Islamic Centre and members of Faculties conducting courses related to Islam and the Religious Unit in the HEP were on very good terms. There seemed to exist a silent rivalry between the Islamic Centre and the Religious Unit in the HEP. In fact, there were people in the UPM who said that:

The UPM is very good at copying other Universities. Because the USM has a *Pusat Islam*, UPM too wants a *Pusat Islam* (informal conversation with several staff and students, 1991).

In undertaking its activities, the HEP has help from administrative staff of other departments and lecturers interested in students' extra-curricular activities, generally, junior or young administrators or lecturers. The only senior lecturers found to be involved in helping the HEP were the Deputy Deans of Students of each Faculty and the Residential Colleges' Principals. However, it was also found that there was good cooperation between the Counselling Unit and the Committees of Students' Academic Advising in the various Faculties. Counsellors from the HEP are regularly invited by Faculties to train lecturers in Counselling skills and, in return, lecturers are invited to give some 'input' to various courses organized by the Counselling Unit.

The involvement of Associate Professors and Professors in HEP activities seemed confined to opening ceremonies of several activities attended by Government Ministers or Senior Officials. It is speculated that the reason for their non-involvement is related to the policy of the University regarding promotion. Many lecturers claimed that involvement in students' extra-curricular activities was not recognized for promotion to a higher salary scale or to a more senior post. The only activity valued highly by the University was research. In this situation, the lecturers felt that their involvement in students' non-academic activities was only wasteful of their time. They said that the TNC (academic) kept reminding them that if they wanted to get promoted they must produce research results and have them published in international journals. Due to this policy, it was observed that there seemed to exist a conflict between the TNC

(academic) and the HEP, at least from the perspective of those involved in the HEP activities. Some staff mentioned that the TNC (academic) used to say to them that during his student days there was no HEP and yet students could still excel.

With the University emphasizing academic excellence, students call for more non-academic activities, (since some feel that academic activities in the classroom or laboratory are not enough to prepare them to become well-balanced graduates) and the HEP is in an ambivalent position.

The expectation of both parties, the academics and the students, towards the HEP administration is very high. When students fail to perform academically, the HEP is blamed for taking too much of their time. If the HEP does not intervene when lecturers conduct lectures during time supposedly available for sporting activities, for example, the students blame the HEP for not being sympathetic to their needs. Whenever there is trouble involving students (such as the arrest in 1988 of a number of UPM students suspected of drug abuse) the whole community of UPM asks:

Apa HEP buat? (What is HEP doing?)

It might be because of this situation that the HEP has tried to justify its existence, to the extent that it has created students' dependency. In the case of the applications for scholarships, for example, the HEP seems to do everything for students. It provides the application forms, collects the completed forms, sends to the sponsor, arranges interviews, publicises the names of the successful candidates, issues the Contractual Agreement Forms supplied by the sponsors, collects the completed agreement forms, takes them to the Government's Duty Stamp Office, and returns them to sponsors. Sometimes the HEP staff have even acted as guarantors to students who had difficulties in finding anyone else. Finally, the University manages the payment to students although this red-tape could be circumvented by the sponsor paying the money direct to the student's bank account. At one time students led by the MPP, demonstrated against the University Bursar for allegedly having put their money into the University's Fixed Deposit Account, resulting in delay in the payment of their scholarship. They accused the University of making

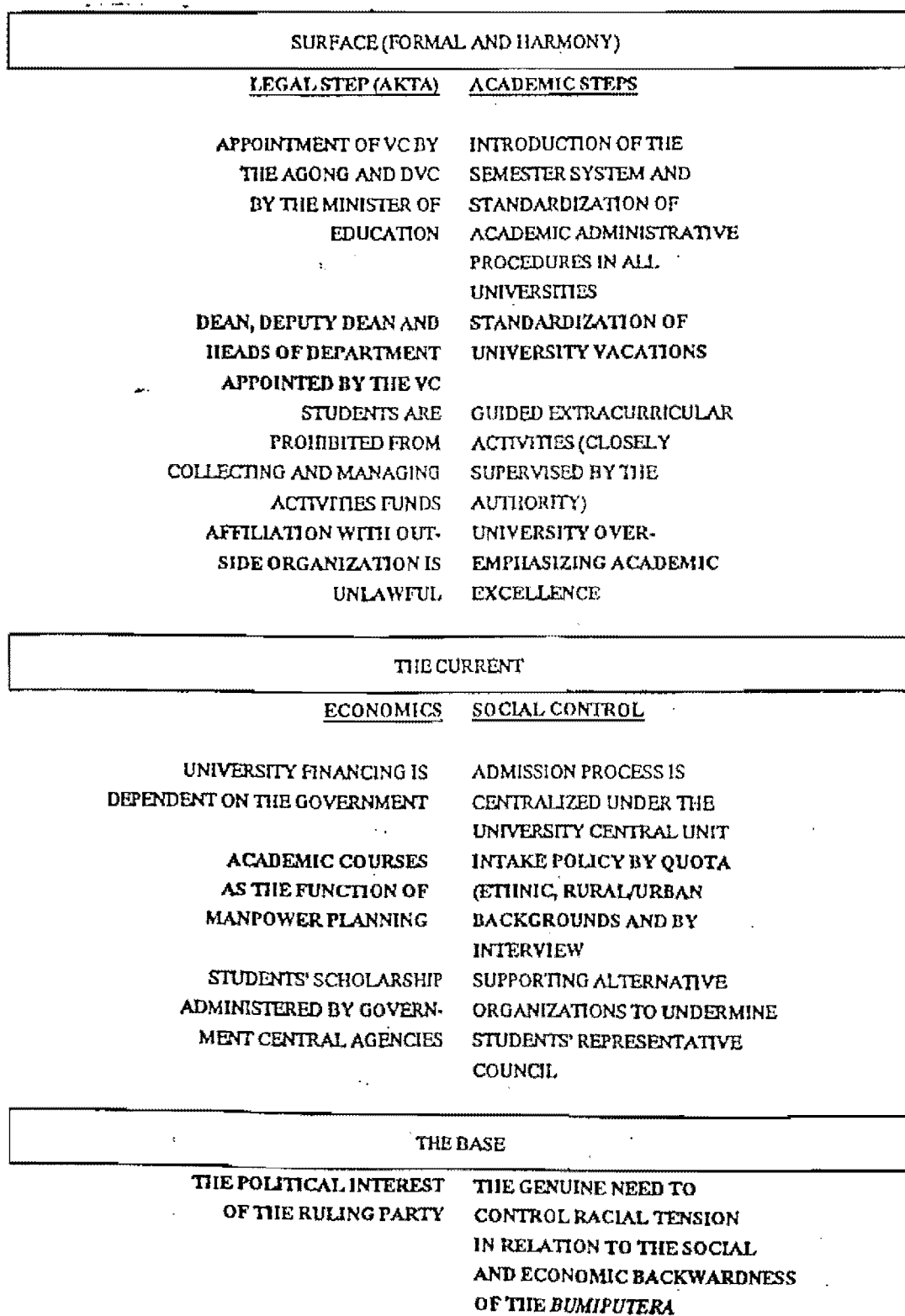
profit out of their difficulties.

With regard to the management of students' scholarships (grants), close cooperation exists between the HEP and sponsors. The HEP provide administrative facilities, while sponsors only provide the money. The Financial Aid Unit of the HEP acts as a mediator between sponsors and students. Universities in Malaysia compete to secure scholarships. The HEP staff of UPM travel to various states in Malaysia to negotiate with the various State Governments for scholarships for UPM students. In order to maintain good relationships between the HEP and sponsors, the HEP always makes certain that sponsors' representatives are warmly entertained when they come to the University to interview students. Good facilities for the interview to be carried out are provided and a good lunch is served in the HEP's main office.

Apart from their formal or overt activities, the HEP is also involved in clandestine activities aimed at monitoring radical students' movement (see Figure 18). To the HEP authorities, this is important to make sure that peace prevails in the University. To this end, the HEP has good links with various other government agencies like the police, the Prime Minister's Department, the Ministry of Education and the Ministry of Youth and Sports. For instance, to control the movement of what most people in Malaysia call 'extremist religious groups', a close link has been established between the HEP and the Pusat Islam (Islamic Centre) of the Prime Minister's Department.

In the late seventies when students' Islamic activities were seen to have grown out of proportion and without proper guidance, discussions were held between HEP staff of all Universities and several members of Pusat Islam, the immediate effect of which was the provision of religious officers' posts and religious units in several Universities that did not have an Islamic faculty. Courses were organized by the *Pusat Islam*, and with the University, helped to select the student participants who were seen as capable of providing leadership to the various student groups.

FIGURE 18
UNIVERSITY STRATEGY IN COPING WITH STUDENT RADICALISM ON
CAMPUS:
A SEAWAVE MODEL



The Ministry of Youth and Sports and the Biro Tatanegara are involved in providing leadership training (normally in the form of a week's leadership camping), in which students are intensively inculcated with the spirit of nationalism. These students are expected to go back to their campus and make efforts to be appointed campus leaders. Naturally, the expectation was to provide the campus with a moderate style of leadership and to render the student community sympathetic towards the government.

The police from the Special Branch Unit is in continuous contact with one or two staff in the HEP, who supply information concerning students' activities. Where student activities involve outside people, such as public lectures, a forum or a debate, one or two Special Branch Officers are normally present undercover as students or University staff.

7.1.5 Whom do the services serve?

Basically, the HEP serves two types of clients, formal and informal. Its formal clients, as specified in the job descriptions of the various units and of their staff, are the students, while its informal clients are the authorities of the University and members of the government which is their employer.

As far as the formal services were concerned, the HEP only serves the needs of individual students. Its first aim is to ensure that the basic needs of the students are fulfilled. What is meant by basic needs here is the provision of financial aid or scholarships that will enable students to be properly sheltered and fed while studying in the University. Without scholarships it could be predicted that many students would have to withdraw from the University.

There were cases of students withdrawing from the University due to their inability to pay when at one time the University Bursary insisted that all newly-registered students must pay about half of their fees upon registering. A UPM lecturer claimed that in 1991, 115 new students withdrew from the UPM due to their inability to pay their academic fees. First year students, generally, only know whether they have been successful in getting scholarships in the second semester of the academic session. It could thus be said that the most basic service to all students

in the UPM is the provision of scholarships for every student. That was why probably one student leader said that the only service in the HEP that was needed by the students was financial aid, while the rest, he said, could go.

The second basic service that is relevant to all students is the provision of accommodation, a fundamental need since students of UPM come from all over the country. The neighbouring townships could not cope with the demand for private accommodation. Therefore, the University has built Residential Colleges (at present nine of the proposed twelve Residential Colleges are completed) to accommodate more than three-quarters of the student population.

However, it was pointed out earlier that the administration of the Residential Colleges is not directly under the lines of command of the HEP, since the Principals of Colleges are appointed by the Vice-Chancellor, to whom they are accountable. Colleges are well-staffed, adding to the various comprehensive committees within the college or of inter colleges, and do not seem to need any help from the HEP office. So the Student Accommodation Unit in the HEP does not really serve students at large. Some students even regard it as a nuisance to students' freedom to choose whether to live on campus or in private accommodation, for any application to live in private accommodation must first be approved, in writing, by the officers of the Unit (see students' opinion in Chapter Five).

In addition to providing basic services, the HEP provides services to help students face unforeseen circumstances such as physical or psychological illness. During the four to six years of their studies, students may encounter physical and psychological difficulties. For the physical health problems, they can go to the Health Centre to consult the two medical doctors and dentist, assisted by several nurses and technicians. The Centre is provided with modern wards and can perform minor operations. Various physical, chemical and physiological tests are also conducted at the centre.

The psychological and career services are catered for by the Counselling and Career Unit of the HEP. The Unit has three full-time qualified counsellors. Although not all students use the psychological services, the majority of students, especially during their final year, use the career services. Three students' clubs are attached to the Unit, namely, the Guidance and Counselling

Club, the Peer-Counselling Club and the Entrepreneur Club.

The HEP also provides leisure services. Those students interested in sporting activities can go to the Sports Unit and those interested in arts activities can go to the Cultural Unit of the HEP. However, the facilities provided for arts activities are not as good as those for sports. This is related to the present trend of 'Islamic ideas' which regards some arts activities as un-Islamic. Students who wanted to develop their leadership talents can seek help from the Student Relations Unit for various leadership courses and other activities while those who need religious services can go to the Religious Unit. These services are considered optional, because only students with a particular interest will go and seek services from the various units mentioned.

With the wide range of services provided by the HEP, students could expect Maslow's hierarchy of needs - from biological needs to aesthetic needs, to be well satisfied.

From the institutional perspective the HEP is established to serve the needs of the whole University in complementing the teaching part of University education and the administration of the University as a higher educational institution. The creation of the HEP enables academics to concentrate on their curricular duties. They can then be expected to be fully accountable for furnishing students with the appropriate professional knowledge and skills. Similarly, administrators of other departments, such as the Academic Division, Development Division and Faculties could concentrate on planning and administering other matters, unimpeded by having to look after problems related to students' lives.

Records since the full implementation of the AKTA (1975) indicate that the HEP has served the purpose of its establishment, that is, to control students' movements in the country, very effectively. While in the past, the government directly controlled students' movements using its existing machinery, especially the police, today the control mechanism is built-in, within the University system itself. The December 1974 mass students' demonstration against the government involving students of all Universities in Malaysia seems to have been the last organized action staged by students nationally.

Students today seem to organize themselves in small clubs or interest groups. Each has its pride in its identity, and any attempt to organize them into a large unified group would prove very difficult. Furthermore, each of these groups is well supervised by the relevant unit of the HEP. However, dissatisfaction towards the government continues to grow. This is partly related to the tense relationship between the HEP and students. The HEP staff are said to have always justified their actions against students as government directives. Should this continue, it is felt that only one or two champions may be needed to create a return to the pre-AKTA atmosphere of rebellion.

7.1.6 What is the effect of the services on the clients?

The obvious effect of the provision of the HEP in Universities in Malaysia, including the UPM, is that more facilities become available to students, compared to the position before the AKTA, 1975. Students' lives are more orderly, although this could also be a side effect of the country's development and modernization. Students pre-AKTA, for example, had to find their scholarships by themselves and had to go through all the process of applications. The majority had to find their own accommodation outside the University⁴⁵.

These change in atmosphere is exemplified by students dress. In the past, students could go into their class wearing T-shirts and '*selipar Jepun*' (Japanese-style rubber footwear). Today, some lecturers have barred students from their class for dressing like this. It can be imagined how students would have reacted to such action pre-AKTA, 1975. Now, however, students obey whatever is directed by the authority, without much resistance. This is just one example of how the provision of the HEP (which among other activities, supervises discipline) changes the style of communication between the authority in the University and the student.

Widely available facilities provided by the HEP have made student life today more comfortable, and the tendency has been for students to be dependent on the University. Because human desires are unlimited, even with all the best facilities provided to them, they can never be

⁴⁵ Although this is not very applicable to UPM since UPM is a continuation of the Agriculture College with the tradition of providing Hostel facilities to its students.

fully satisfied. It could partly be due to this human nature that there are endless complaints about the services of the HEP. However, the dominating character of administrators in the HEP has made it possible for the University to keep students quiet and non-critical of their surrounding, at least superficially.

The effect of the provision of the HEP on the institution has been to create a distance between students and certain administrative divisions of the University, and academics. Because the HEP is established specifically to look after student affairs, today, some administrative divisions which used to be involved in such matters no longer have any interaction or business with the students. Those staff who work in the Personnel and Services Division, for example, would not find working in the University any different from working in any other non-educational government department.

The academics, with the provision of the HEP, can concentrate on their academic work. Some lecturers see their only duty as to teach students in the classroom and in the laboratory, while other student concerns are the responsibility of the HEP. Such lecturers are not interested in knowing their students in person. They would not be interested to know where the student lives, whether the student's method of study is suitable or not, about personal problems that might affect his study and the like⁴⁶. To them, all these are the responsibility of the HEP, for that is what the HEP staff are paid to do.

Overall, the HEP has served the University at large very well in reducing problems to academics and other administrators. This allows job-specialization to be implemented fully in the UPM, with the aim of increasing the University's efficiency, productivity and accountability. The VC, for example, can spend all his time planning and supervising the present and future academic and physical development of the University without the distractions which used to emerge out of student's life problems. The Deans can concentrate on planning and improving staff professional development programmes and the courses or curricula of their faculties.

⁴⁶ At one time when the researcher was a student counsellor in the HEP, he was visited by about twenty-five students of a class undergoing a professional degree programme, complaining that a lecturer who taught them a subject worth three credit hours so designed the workload and syllabus that it represented six credit hours. To make things worse, they could not see him when they had problems understanding the subject. Most of the time, the lecturer locked himself in his private office, claiming to be unavailable. This is just one example of how a lecturer can exclude himself completely from students other than class-room or in the laboratory.

Politically, the TNC (HEP) has full control over the University students, the academics are under the control of the TNC (academic) and the administrators under the full control of the Registrar. The three forces, students, academics and administrators, are well segregated and monitored. In the event of a group trying to go against the University authority, it can be dealt with individually, by either one of the said authorities. The authorities could also cooperate with each other in facing various threatening situations⁴⁷. This implies that the provision of the HEP has given some sense of political security to the University at large.

⁴⁷ As an example, in 1989, when the general staff threatened to stage a strike, the TNC-HEP called a meeting of his staff and his other associates to discuss the possibility of mobilising students to take over some of the University staff jobs.

PART II: DISCUSSION

The succeeding part of this Chapter will attempt to discuss the findings of the investigation in the light of various considerations mentioned in the theoretical part of this study.

7.2.1 Government influence over the provision of Student Personnel Services in Malaysia

The University and University College Act (UUCA) set out to establish a uniform administrative structure for all Universities across Malaysia with the implication of an increase of political intervention into the administration of Universities. Apparently, some of these changes made to the previous constitution of Malaysian University (University Malaya) were introduced in response to the report on the condition in University Malaya, prepared by the NOC (*Majlis Gerakan Negara* or National Operation Council), the committee set up, following the bloody racial riot of May 1969. The report revealed the very poor representation of the *Bumiputra* in the University in relation to the number and quality of staff and the students.

The most important element of this new law was the provision that the Vice Chancellor would no longer be elected from among the academics, but appointed by the *Yang DiPertuan Agong* (the King). The person appointed could be anybody thought by the *Yang DiPertuan Agong* on the advice of the Minister of Education, fit to carry out the duty. The second important element of the AKTA was the appointment of the Deputy Vice-Chancellor by the Minister of Education. It seems that the government believes that a trusted individual must mould the University to suit its needs, rather than trusting the system employed by the organization. The ruling political party wants:

'... to ensure that the policy-making offices at the apex of administrative hierarchy are filled by political rather than bureaucratic methods of recruitment' (Smith, 1988, p.28).

The top executives of the University must be people acceptable to the ruling party, who are expected to carry out their duty according to its aspirations. To further ensure that all the administrative heads in the University, especially in the academic administration, are amenable to the ruling party, it is provided that the Deans of Faculties and the Heads of Departments must be appointed by the Vice Chancellor. With regard to the appointments of Deans and Heads of Department, again, operationally, the Minister of Education, could, relying on the information supplied by his/her aids, dictate to the Vice-Chancellor as to who should be appointed. That is why today, in relation to the appointment of faculty heads in various Universities in Malaysia, the expression '*calon Menteri*' (Minister's candidate) is used. The appointment is based on patronage rather than merit. This phenomenon reflects the importance of the University community to the politicians in the country.

External intervention, especially from the Minister of Education or his 'man' is frequently seen in the appointment of staff to senior posts which are not permanent, such as the Vice-Chancellor, the Deputy Vice-Chancellor, the Dean of Faculty, the Heads of Academic Department and the Principal of Residential College.

Where Weberian bureaucracy specifies that the recruitment and appointment of staff should be based solely on merit, in Universities in Malaysia the theory is not necessarily applicable. For example, suppose in a university two candidates compete for the post of Deputy Vice Chancellor in charge of Student Affairs: one with a PHD qualification specializing in Counselling and Student Personnel Services and the other a PHD holder specializing in Physical Geography. If the decision were based on merit, other things being equal, the one specializing in a student-related study should get the job. However, it is not unusual that the candidate with the Physical Geography qualification will be appointed if he is '*kenal dan baik dengan Menteri*' (acquainted and in good standing with the Minister).

The creation of the post of the Deputy Vice-Chancellor of Student Affairs was a political decision, enacted in law. The reason for its creation is said to be related to:

1. the racial violence of May 13th 1969 where students were said to have supported opposition political parties;
2. the serious problem of Communist subversive activities on campuses and;
3. the racial imbalance in the student community where the Malays, the indigenous people, were not well represented.

The government had long tried to control the University's daily affairs and administration. However, it was the racial riot of May 13 1969 that provided the strongest reason for the government to control fully the Universities in order to maintain order and calm on campus, which was claimed to be important for the national security. The December 1974 students' mass demonstration against the government had provided a stronger reason for the government to intervene formally in student affairs in Malaysian Universities. The Deputy Vice-Chancellor is basically entrusted with the responsibility to ensure that all national investments in University students are properly managed.

Explicit in the new AKTA is the government's order to all Universities that they must ensure that students' activities do not deviate from the main objective and goal of national higher education that is to help promote national unity and economic development. This explains why it is made a law that the appointment of Deputy Vice-Chancellors shall be within the power of the Minister of Education. In view of its responsibility and its political connection, it is therefore not surprising that the Student Affairs Division in Malaysian Universities has, in a short period of time, developed from having only two staff (the DVC and an administrative officer) to being an 'empire' within the University structure. So powerful it is that, the Deputy Vice-Chancellor and his/her officers may even by-pass the Vice-Chancellor and other University procedures in their dealings with outside parties. The expansion of its organization, especially in terms of the increase in the number of staff, has taken place without much obstacle. All are justified in the name of national interests.

Federal administrative intervention in Malaysian Universities is further strengthened with the introduction of an administrative arrangement whereby Universities are administratively coordinated by the Public Service Department (PSD). The PSD has the power to approve the number of University staff, who should be recruited and to what position. Although the University is, legally speaking, a statutory body which is supposed to be self-governing through the institution of the Council, the PSD has all the power through its influence over the University Council to dictate how the University should be administered.

Financially, the Federal Treasury controls the nerves of the University. There is no such provision as a block financial grant (as the English UFC) to be allocated to the University, with the exception to the Physical Development Plan specified in the Malaysian Five-Yearly Economic Plan. Each year, each University must submit its yearly operational budget. In this matter, there is a saying that if the Vice Chancellor is '*baik*' (in favour) with the Treasury people, his University will get a better deal.

The domination of the ruling party in the University does not end at the executive appointments and financial matters. It goes as far as deciding the discipline of the students. The new law (the AKTA) provides that students of a University should confine their life activities within the University in which they are enrolled. There should not be any kind of affiliation of student/s with any external organization. The Vice Chancellor is given almost absolute power to regulate his/her students. This provision removes any form of student power and has successfully stifled voices of protest.

Although, as said earlier, the structure of the HEP in UPM could be likened to the structure of Student Personnel Services in the USA, because the background to their creation was different their directions are also different. While in the USA the creation of Student Personnel Services was a response to the demand from the society for the country to adopt a new direction of higher education called 'progressive education', led by John Dewey, in Malaysia it was created as a political step to control student radicalism. While in the USA it was created as a response to an idea (new philosophy of education), in Malaysia it was a response towards a particular situation. Both the services in the USA and in Malaysia are legitimized by the relevant laws. The

difference is that while in the USA the effort is directed towards liberating students of higher educational institutions from the patronage of adults, in Malaysia it is to strengthen the power of adults to decide how students in Universities should behave. This situation recalls Lord Devlin's comments, in England, that:

It is really only the threat of Direct Action that keeps university discipline going. It has to be remembered that most societies when they find themselves in peril from groups organised to disrupt, have had to resort to sterner procedures (cited Farrington, 1990 p.76).

7.2.2 The nature of the provision

The provision of the services in the HEP is issue-centred and reactive in its nature. Since the law, the AKTA, in Malaysia was created in response to a particular situation, it could be expected that its enforcement would also be based on the issues at any given time. That is why in Malaysia the AKTA has never been mentioned or discussed very widely unless if there occurred a threatening situation to the authority (either the University authority or the government). Academics and other professionals have never cared to make any attempt to translate the AKTA into a workable principle or philosophy of higher education in Malaysia. Therefore, it provides a very broad discretionary power to the controller of the institution (Vickers, 1959). On top of that, in Malaysia, the principle of '*orang tua makan garam dahulu*' (the old is wiser than the young) is still very deeply rooted in the culture. This traditional wisdom gives the HEP and other authorities in the University the status of father figures in their dealings with students. As such, their power over students seems to have no limit. In the traditional Malay culture, when a parent sent his child to someone to be taught they used to say that the teacher could do anything to his child '*asalkan jangan patah*' (a Malay saying which literally means 'as long as the teacher does not break the child's bones').

In the USA, as it was said, the creation of Student Personnel Services was the manifestation of the emergence of a new philosophy of higher education. As an issue of philosophy it has fast developed into a discipline of knowledge. Once something has been

developed as a discipline of knowledge, new ideas are generated and those involved in the field have to cope with development. This creates a situation whereby each member must continuously be trained. Such development has never taken place in Malaysia.

The senior staff of the HEP in Malaysia are generally not trained in the field of Student Personnel Services. Although the staff continue to demand appropriate professional training, this has never been seriously considered by the University authority. In the UPM, for example, other than in the Counselling Unit (all three senior staff were trained in the field of Counselling), none of the senior staff (although all have at least a Bachelor's degree, since this is the entry qualification) were trained in Student Personnel or related areas. In fact, in the UPM, some people say that administrators do not need higher qualifications. There are also worries among the higher authority in the University that an administrator who obtains a qualification higher than a Bachelor's Degree would opt for teaching position (Elite Interview with a senior staff of HEP, 1991).

This situation is found not only in the UPM but also in most Universities in Malaysia. Members of staff of the HEP complained that some staff of the HEP had the chance to pursue a higher degree but had to abandon the idea because all the facilities, such as financial aid, full-pay leave, and continuity of service, normally provided to teaching staff, were not awarded to them (Basri, 1992, personal communication).

Without proper specialized training, the senior staff run the HEP based on their general knowledge and 'common sense'. Under such circumstances one could not expect the services to a high standard of professionalism. As Vickers (1959) once said:

'... if the standards of care and skill in any profession or craft or the ethics of any profession or skill are to be developed and safeguarded, this is normally achieved only by the interaction and mutual influence of the leader of the profession, rather than by the clients or by their non-professional chiefs or employers, non of whom can usually make an informed judgement (p. 97).

The researcher's interaction with the administrators revealed that some exhibited an inferiority complex when interacting with academics. While the knowledge of the academicians is not necessarily superior to that of the administrators, they have paper qualifications, which

makes a difference. Whereas the academics are given financial support to improve their paper qualifications through various training schemes, the administrators have no programme for professional development.

The fact that all executive levels staff of the HEP (First Division), as civil servants, had a minimum qualification of a Bachelor's Degree, suggests that in terms of paper qualification the position of Malaysian Executive staff is somewhere between the American and the British practice. While in the observed British University some executive staff of the Students Welfare Services did not have university degrees and the staff of Student Personnel Services in American Universities have specialist qualifications at Masters and PhD level, Malaysian staff have a Bachelor degree but no specialist qualification. A study by Page (1985) on the educational backgrounds of top civil servants in the USA, Britain and Germany similarly found that Britain had the highest percentage of top civil servants who had no university education (Table 33).

TABLE 33
EDUCATIONAL BACKGROUNDS
OF TOP CIVIL SERVANTS (%) WITH NO UNIVERSITY EDUCATION

COUNTRY	(%)
Britain	16
Unites States	
Political Executives	3
Career Service	0
Germany	1

Source: Page, (1985)

7.2.3 The Structure

The structure of Student Personnel Services at the UPM is quite unique. While the structure of the HEP looks very similar to the provision of Student Personnel Services in most Universities in the USA, with the administration is organized centrally by the provision of a specialized post known as the Deputy Vice-Chancellor of Students (Deputy President of Students in the USA), there are other structures that are separated from the HEP, namely, the provision of Residential College Principals and Deputy Deans of Students at Faculty level. In this sense, the structural design is a mixture of the American and the British traditions. Principals and Deputy Deans of Students are appointed by the Vice Chancellor and the lines of command of both officials are not directly linked to the Deputy Vice-Chancellor of Students. Formally, the Deputy Dean of Students is answerable to the Dean and the College Principal is answerable direct to the Vice Chancellor. However, in practice there are close working relationships between the HEP, especially the TNC, and both University officials. In fact, the TNC normally uses his influence over the VC to make sure that personnel appointed to the posts are people whom he feels could cooperate with him.

There are various models which could be considered in trying to understand the arrangement of Student Personnel Services in Malaysia. The two oldest models are by the Medieval Oxford-Cambridge model (which emulates the Paris tradition) and the Bolognese tradition. Oxford and Cambridge were 'Master Universities' whereby the university administration was arranged in such a way as to give power to university teachers. In Bologna, university teachers were regarded as the employees of the students, who had the power to regulate the university. From these two traditions stemmed the two schools of thought in the administration of Student Personnel Services which are today known as **Student-centred** and **staff-centred** administration. However, today, there seems to be no one model that is adopted in its pure or ideal form. Instead, Student Personnel Services combine elements of various models. Table 34 summarizes the various models.

TABLE 34
MODELS OF STUDENT PERSONNEL SERVICES

MODELS	MODE OF ORGANIZATION	EXAMPLE
Collegial	Joint Committee of Staff and Students	Present UK/Malaysia Universities/Komsomol (Old USSR)
Separatist	Fraternity/Sorority Groups	USA Universities
Unionist	National Union of Students (Affiliation)	NUS (UK)/UNEF & PNEF (France)/VDS (Germany)/SFS (Sweden)/NUAUS (Australia)/CUS (Canada) Zengakuren (Japan) GPMS, PKPM, PKPIM (Malaysia)
Administrative	Line and hierarchical staff arrangement	USA/Malaysian Universities

7.2.4 Consideration of the indigenous character of the provision of the Student Personnel Services in Malaysia.

Some general observations on student services provision were made in a university in England aimed at comparing the experience in England to that of Malaysia. These observations are important in understanding the strength of the traditional link between Universities in a newly independent country, Malaysia, with universities in its former colonial master, England. After all, the whole education system in Malaysia is said to have been very much British in its origin. It has also been said earlier in this study that the idea for the creation of the first University in Malaysia, the Universiti Malaya, was the idea of Stamford Raffles, and British intellectuals and administrators contributed significantly in its early days.

Although in the early age of Malaysian Universities, Student Personnel Services were almost imported direct from Britain, some changes have taken place along the way to their present form. In the past, in Malaysia, Student Personnel Services provision was very much limited to the provision of facilities for students' activities found in British Universities today. Students' activities then were mostly run by the students themselves⁴⁸. However, today, the staff involvement in students' activities extended to the minutest details. In the organization of a student activity, for example, staff involvement can be seen right from the decision making down to the very day the activity takes place. Often, students' participation reduced to that of spectators.

While the administration of Student Personnel Services in the observed University in England is very much decentralized, that in its counterpart in Malaysia is the opposite. A pyramid structure of Students Personnel Services Administration in Malaysian Universities provides a line of command that could be likened to that of a military organization. The staff ranks are very clearly defined and ranks come together with a standard salary scale. Table 35 illustrates the order of rank and salary scale, while Figure 19 illustrates the line of command.

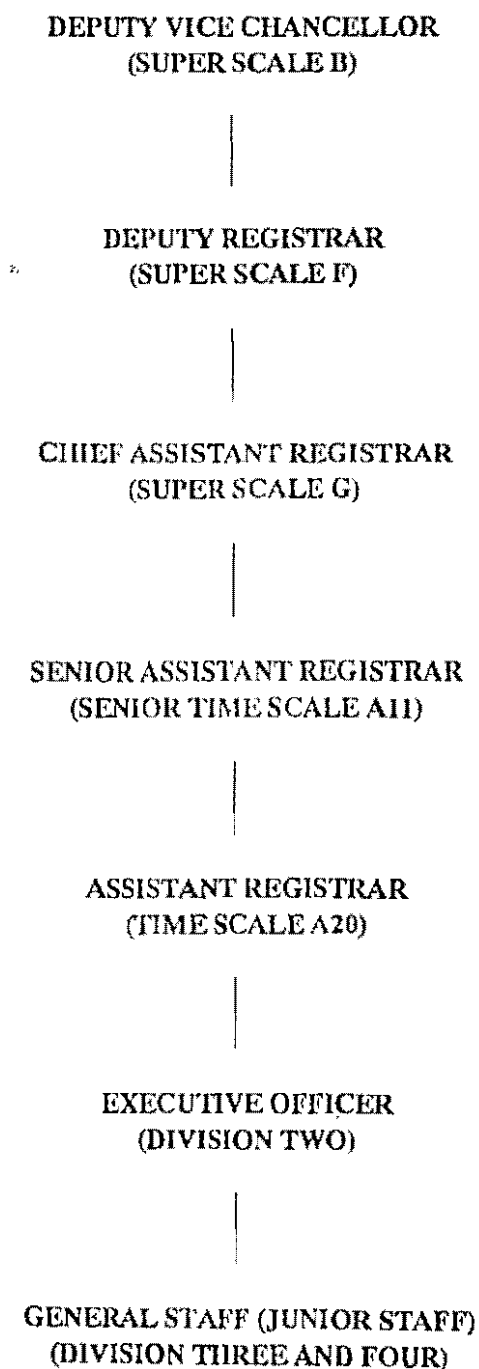
⁴⁸ This study found that in the observed British University, students' activities are fully run by the Students' Union. There is such a provision as the Union Building which is not available in the UPML.

TABLE 35
SALARY SCALE OF HEP STAFF IN MALAYSIAN UNIVERSITIES BY RANKS

POST/RANK	SALARY SCALE
The Deputy Vice-Chancellor	Super-scale B
Deputy Registrar	Super-scale F/E
Chief Assistant Registrar	Super-scale G
Senior Assistant Registrar	Senior Timescale A11
Assistant Registrar	Timescale A20
Assistant Administrative Officer	Second Division (Grade B)
Junior/Clerical Staff	Third Division (Grade C/D)

Source: UPM, Personnel Division (1991).

FIGURE 19
THE LINES OF COMMAND OF STAFF ACCORDING TO RANK IN THE HEP OF
MALAYSIAN UNIVERSITIES



Source: Observation in the UPM, 1991.

In the observed British University, there was no one specific Pro Vice-Chancellor (the equivalent of the Malaysian Deputy Vice-Chancellor) responsible solely for student affairs, as in Malaysia. Students' Services is only one amongst many other responsibilities of the Pro Vice-Chancellor in the British University. This is where the influence of American system over the management practice in Malaysian Universities is strongly felt. In American Universities there is a Vice President of Students whose only duty is to head the Student Affairs Division.

The Student Personnel staff in the British University do not have to report to the Pro Vice-Chancellor, whereas in Malaysia all Students Personnel staff are subordinates to the Deputy Vice-Chancellor (Students). In Malaysian Universities, the staff performance evaluation, to be used as the basis for deciding yearly salary increments, is in the hands of the Deputy Vice-Chancellor (Student Affairs) and thus he/she has the supervisory power over the student personnel staff. The roles and responsibilities of a Deputy Vice-Chancellor (Student Affairs) in Malaysian University are so general and wide, as to seem almost limitless.

Formally, the creation of the Student Personnel Services administration in Malaysian Universities is what the law of the country demands. However, its creation was politically loaded. Once it was created, the Deputy Vice Chancellor and his/her officers immediately made full use of the political link with the Minister of Education, who are normally very influential figures amongst the Malaysian Cabinet Ministers, to design the nature of the organization of the HEP. The words 'national interest', although seen by some as a 'cliche' in papers prepared to request for more fund and staff for the University, continue to be an effective justification. They are also used, and sometimes misused, by certain parties in the University for their own personal and departmental interests.

The creation of a post in the Student Personnel Affairs administration, for example, is sometimes not genuinely aimed at meeting students' needs for more services, nor it is to meet the needs of the nation. Instead, there may be a hidden bureaucratic-political motive, such as to justify the promotion of certain ranks in the service to a higher salary scale. In an informal conversation, one officer in the Student Affairs Division admitted that he had no work to do.

Some students alleged that some senior officers of the HEP were '*goyang kaki*' (shaking legs) or not doing anything everyday.

For example, although Residential Colleges have a sophisticated administration, and are capable of handling their affairs without help from other units within the University, the Students Housing Unit was created with a Senior Assistant Registrar as Head and an Assistant Registrar. The duty of both officers is very seasonal, it is to allocate new students to various Colleges in the beginning of every academic session which could have been done by the existing Housing Committee comprised of Principals of the various Residential Colleges. The task needs, at most, two months of the one-year academic session. This leaves the officers of the Unit with no clear job and responsibilities for the rest of the year.

The Head of the Student Housing Unit in UPM, when asked what the responsibilities of the Housing Unit are, said:

'My duty is actually general. I like to involve myself in HEP activities as a whole and not confine them within Housing Unit only' (elite interview with the Head of Housing Unit, 1991).

However, the same structure of administration was also found in the British University. While the need for housing services, both in Malaysia and in England, was strongly felt by students who could not get University housing, the Housing Unit/Sector in both the Malaysian and the British Universities failed to address the problem. In the observed Malaysian University, an administrative structure, comprising a Principal and a number of fellows, is created with the aim of helping the students living in private accommodation. The Principal is given a monthly administrative allowance equivalent to that received by College Principals. However, students still have to look for accommodation by themselves. Similarly, in the observed British University, in one of the researcher's visits to the counter of the accommodation office, it was found that the only help the students were given, in trying to find outside accommodation, was a list (not up-to-date) of private agencies and landlords. At a university in England, Bamford (1978) wrote that:

Accommodation and food have always produced a steady stream of complaint, with periodical verbal explosion (p.195)

What is being indicated here is, that while the creation of the present form of Student Personnel Services provision in Malaysian University originated with a political decision in the form of a national law, its development has been designed by the administrators in the division, partly for their own personal career interest. Their political connection with the Minister of Education is used to their advantage. The Minister of Education, on behalf of the government, wants to ensure that student radicalism does not continue to grow, and University students are loyal to the government. The Deputy Vice-Chancellor is charged with this task. In return for this tough assignment, the government has been very generous in approving the various demands from Deputy Vice-Chancellors, allowing scope for the newly created Division in the University to strengthen its position.

Because the Deputy Vice-Chancellor's post is not a permanent post, but a secondment from another Department or Faculty, the professional administrators in the Division have a free hand to design the structure of organization of the Division to suit their career interests. For example, when an officer has nearly reached the top of his/her salary scale he/she could begin to plan how to expand the unit and recruit more staff, which will ultimately justify the creation of a higher supervisory post for him/herself. The increase in the number of staff and the creation of a higher post, are justified by citing students' needs in the light of 'national interest'. In a proposal to restructure the HEP of UPM in 1984, the justification put forward was:

With the increase in the number of students, all forms of assistance, services, regulations and activities will also have to increase ... Considering that the responsibility of the HEP is so great, heavy, important, complex and complicated, concrete and abstract, it is necessary that the HEP be staffed adequately in terms of number and qualification and be given reasonable and satisfactory grades as shown in the proposed charts ... (*Struktur Asas HEP*, 1984, p.3)

The lack of real justification for the expansion of the services can be seen when one observes the actual work of the First Division Officers in the Student Affairs Office: some could just as well be performed by clerical staff.

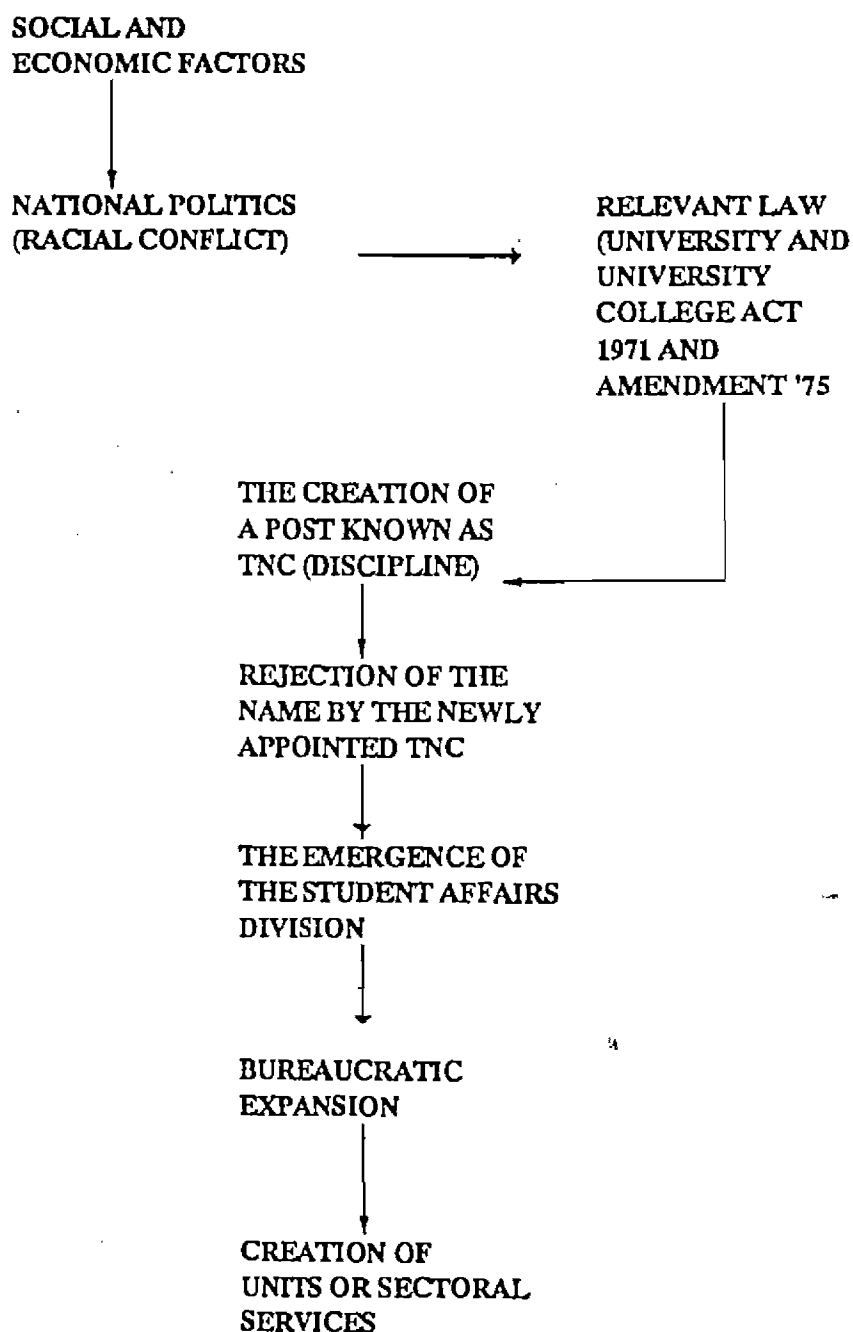
The administrators in the Student Affairs Division have also made full use of the Deputy Vice-Chancellors' Secretariat to push through their interests. In so doing, they normally use 'professionalism' as the justification for their various proposals. The secretariat forwards these to the Country's decision makers such as the Ministers, the National Treasury and the Public Service Department.

Because the development of HEP is not necessarily in line with the actual needs of the students, conflict of interest exists. While the government has entrusted the HEP to look after their interests in the University, some administrators are, however, more interested in exploiting the situation to their own benefit. This creates dissatisfaction among the students and further alienates them from the government. Thus, the HEP which was created to ensure calm on campuses, is becoming an expensive liability. Sometimes the government has to defend the existence of the HEP. Students perceive the HEP as representing the government authority thus any grievances regarding the administration of the HEP would be interpreted as failures of the government.

It was indicated in the statistical analysis of minutes of meetings of various Boards related to student affairs, that the attention of the administrators is more on administrative than welfare issues. This again shows that students' well-being is not the primary concern of the HEP administrators, although interviews with administrators, especially with the higher authority, indicated otherwise. In fact, some HEP senior administrators supported students' allegations that the majority of HEP staff were not concerned about students.

In general, the sequence of reasons for the creation and development of HEP as a formal organization could be illustrated as in Figure 20. The need to manage properly the University in Malaysia, after the racial riot of 1969, was genuine. It was part of the national plan to restructure the society, as clearly mentioned in the New Economic Policy documents. The government of the time was determined to remove the traditional racial identification based on economic sector.

FIGURE 20
FACTORS INFLUENCING THE DEVELOPMENT OF HEP



Previously, the position had been that the Malays were peasants, the Indians were in the plantation industry and the Chinese were in business and mining. This economic division segregated the three races physically and geographically, the Chinese in town and cities, the Indians in the plantation area and the Malays in the rural area.

This segregation had direct implications for the provision of higher educational opportunities. The Chinese and the Indians, due to the availability of good educational infrastructure in their locality, had more chance of higher education than the Malays. In order to correct the situation, the government came up with the quota system for University admission. Parental socio-economic background was included as an additional admission criteria.

The government did not trust the existing University administrators to implement the policy, especially after the bloody racial clash. The only University at that time, University Malaya, was staffed mainly with Chinese and Indians. Racial chauvinism was said to be very strong. Because the number of Malay academics was very small, it seemed impossible for a Malay academic to be elected to the post of Dean or Head of Department by democratic vote.

To make sure that in every administrative decision in the University, the aspirations of the Malays were considered, the government created the University and University College Act 1971, Amendment 1975 whereby the appointment of various posts in the University should be made by an administrative decision rather than through democratic election. The candidate for the Vice Chancellor's post, for example, must normally be a person suggested by the Minister of Education and be acceptable to the Prime Minister. The Vice Chancellor is expected to work closely with the Minister of Education and he is empowered to appoint Heads of department and Deans of faculty. This new law made it possible to replace Chinese and Indian Deans and Heads of departments with the Malay academics.

As a consequence of the political decision to help the advancement of the Malays, educationally, socially and economically, more Malays were taken into the University, both as students and staff. Government spending on the Malay students, in terms of financial aid grew, since at that time generally Malay students came from poor family backgrounds. Similarly, money was invested on sending more Malay staff for further training, to qualify them to fill

higher posts in the University. This was done at the expense of other national needs, so the government could not afford for sponsored students to fail and drop out of the University. Proper management and control over the students in particular, and the University administration, in general, were then seen as very necessary.

Since the academics were too busy to cope with the sudden explosion of student numbers and the introduction of various new curricula and courses in the University to suit the national needs for more high-level manpower (also tailored to the needs of the Malays), it was felt that there must be, in the University, a proper officer to look into the behaviour of students. It was then decided that a post entitled Deputy Vice-Chancellor in charge of Discipline should be created. The need for the creation of the post was more serious following the outbreak of a series of mass student demonstrations against the government over various issues.

The government's experience of dealing with these demonstrations using the existing government machinery, showed that it was difficult to control University students from outside and what is more, it did not look morally good. Thus the creation of a machinery within the University itself was then seen as the best solution. An authority within the University itself was expected to understand the University and student affairs better than people from outside (interview with Haji Aziz Shamsuddin, the Political Secretary to the Prime Minister, 1991).

However, the decision to regulate the University by the government is not unique to Malaysia. In America, Quehl (1988) quoted the President of Princeton University as saying that academic freedom should be accompanied with an acceptance of obligation for relating learning to society's problems. In Japan, a law known as Subversive Activities Prevention Law was introduced in 1952 to cope with student violence. In 1969, Japan introduced another Bill to give power to the Minister of Education to intervene in both private and public University affairs. The Minister was given more power through the Bill to classify a University as 'a University in conflict' following which he can order the University to be closed.

7.2.5 Bureaucratic-political considerations

It was stated earlier in this study that in Malaysia, political considerations have contributed to the development and expansion of Student Personnel Services. The political assumptions underlying the creation of the services has been related to the existence of political activism in most campuses. In Third World countries, student politics has a significant role in shaping the political culture of the country. Some of the key factors of student politics in the Third World are as follows:

1. The lack of established political institutions in the Third World nations has made it easier for any organized group to have a direct impact on politics.
2. The direct participation of Third World University students in politics has its genesis almost synonymous with the emergence of the countries' independence movement and thus today it is seen as a legitimate part of the political system.
3. University students are the selected elites who have all the advantages to the prospects of success in their future lives. Therefore, they are perceived as very special and powerful.
4. Geographically, most major Universities are located in the cities. This factor contributes to the efficient management of political demonstrations and activities.
5. In view of the high rate of illiteracy and poor communication, students are regarded as the spokesmen for the broader population. Students, therefore, are able to mobilise the people and have a strong impact on the States' authority..
6. Most Third World students come from higher socio-economic group and thus they have, through their families, a direct access to powerful segments of society (Altbach, 1989).

The above description of students' involvement in politics fits well with students' political activism in Malaysia in the 1960s and early 1970s. The magnitude of political activism forced the Government to find a mechanism to curtail student politics. From a micro perspective, in

Malaysia the provision of the law that led to the creation of specialised services within the broad Student Personnel Services Division was loaded with the government's hidden political agenda. Counselling services, for example, were created not necessarily exclusively to help students with their problems, but could actually be an integral part of the political forces within educational institution (Hallet, 1971; Stubbins, 1970 cited Warnath, 1973). Managers of Higher Education would demand that counsellors make their clients aware that within the University system, 'the structure is a given, to which the student must adjust' (Warnath, 1973) and not the other way round.

'Through counselling the locus of problems is placed within the individual and the frictions between individuals who come for counselling and others within the system are reduced' (Warnath, 1973, p.6-7).

Under the guise of counselling, the institution may evade responsibility for its own contribution to students' problems.

It is not unknown for a counsellor in an educational institution to act as a double agent. Newsome (1973) writes that in England 'counselors are not always impartial. Some use their position with confused students to help them to adjust to a society and system for which change would be more appropriate' (p.264). Newsome (1973) further asked, 'could it be that the appointment of a counsellor might damp the fires of revolution and appease those difficult students who do not seem amenable to logical reasoning?' (p.264). Szasz, (1973) commenting on the role of psychiatrists in Universities, says:

' the psychiatrist impersonates the medical role; actually, he is an interpreter of moral rules and an enforcer of social laws and expectations ... this is especially true of the bureaucratic psychiatrist - that is, of the psychiatrists who is a paid agent of a social organization...If we wish to confront the true nature of mental health practices in colleges, then, we must remove psychiatry from its hiding place...Only then will we be able to examine it as a moral and political enterprise (p.198).

The college psychiatrist can play one or both of two roles:

'... a police interrogator who induces the accused student to confess and incriminate himself, and then uses this information against him; or he is a judge who assumes that the student is guilty until proven otherwise' (Szasz, 1973, p.200).

On a wider perspective, Student Personnel Services' provisions in Universities are inevitably defined by the community they serve, which uses them 'as a tool to accomplish specific social (or institutional) goals' (Halleck, 1971 cited Warnath, 1973, p.4). Describing the importance of this tool in the context of American Universities, Stoke (1958, cited Mueller, 1961, p.62) said:

... there emerged in the American academic organization a group of specialists in student administration ... No president could possibly cope with the variety of matters which have to be dealt with without the help of these trained and conscientious assistants ... At any rate, the president's life is longer and infinitely easier because the student personnel experts are there.

Against those counsellors who strictly follow their code of professional ethics with regard to the confidentiality of information about their clients, the President of Sacramento State University in the USA (1972) once said:

We had a collection of discrete professionals who were busy doing their own thing but no umbrella thrown over the whole thing, no concerns about goals, very little concern about the context in which we function (cited Warnath, 1973, p.5).

To describe Student Personnel Services using the theory of bureaucratic-politic developed by Max Weber (1946), the provision can be seen from the perspective of authority. Weber's models of authority justify the creation of Student Personnel Service to legitimize the power of the University over its students. This is an authority which is widely known as 'rational authority' - an authority that is legally ascribed to issue directives. It is used to strengthen other types of authorities namely:

1. The traditional authority - an authority based on loyalty and social obligation such as to the family, clan or to a certain social class.
2. Charismatic authority - an authority which was derived from the mystique of exceptional personalities.

From the political perspective, the formalization of Student Personnel Services in Malaysia fits well in the first type of authority, due to the need to handle student affairs from within the University. Weber (1940) believes that in order for an organization to be efficient, it must be based on rational-legal authority. The other two authorities are perceived as the enemies of organizational efficiency. This approach believes that the ideal structure of an efficient organization must be hierarchical. In this respect, social ties, such as the traditional relationship between lecturer and student, are perceived as vulnerable to acts of favour, whereas all officials are expected to do their business in a spirit of formalistic impersonality¹. Basic to this spirit is fairness. Decisions, such as in the appointment of Student Personnel Staff, should be based on technical criteria. Officials are expected to make a full-time commitment to their official duties, and student-clients are protected from arbitrary actions. Organizational formal structure is defined by regulation, and represented by the organizational chart.

From the perspective of Sociology there are, at least, two theories that could help interpret the nature of the provision of Student Personnel Services in Universities in Malaysia. They are (a) The Consensus Theory and (b) The Conflict Theory (Durkheim, 1964). Consensus theorists believe that the society acts somewhat similar to the biological organism; when there is a change in one part of the society, all the other parts react in order to maintain a state of relative equilibrium. For example, the sudden increase in the number of students in higher education in Malaysia which reduces the ability of lecturers to cope with the heterogeneity of students' problems has forced the University to modify or change its structure and functions by creating the Student Personnel Services to perform certain functions previously handled by lecturers. Most important to an organization under this theory is the maintenance of its structure and function, integration and stability.

¹ Refer history of Oxford and Cambridge, during the era of what was termed as shabby intellectual atmosphere. The informal traditional way in handling students and the informal type of relationships between the scholar (student) and the Master (teacher) was said to have resulted in the downfall of intellectual quality in the two Universities during that time.

The administrative arrangement of Student Personnel Services in Malaysian Universities seems to accord well with Durkheim's (1964) belief that 'individuals do not and cannot meet all their needs by themselves. Instead, individuals specialize' (cited Parelius & Parelius, 1978, p.6). If this assumption is accepted, then the creation of Student Personnel Services should be part of the effort of the whole University community, including lecturers and administrators, to consolidate, stabilise and integrate itself in facing the changing societal demands forced upon higher education. This assumption, then, rejects the notion that Student Personnel Services was an 'unaccepted orphan' by the community of University teachers. To be consistent, the idea that Student Personnel Services were created directly by outside demand, as was said to have taken place in universities in the USA, should also be rejected. Instead it should have been created by sheer dynamism from within.

In the conflict theory, however, the emphases are on the 'coercive nature of society and the pervasiveness of social change ... power struggle is the main dynamic of social life' (Parelius and Parelius, 1978, p. 11). Power struggle normally produces new elite groups like the emergence of the power of the staff in the HEP in Universities in Malaysia.

Conflict theory recognizes the existence, in the University, of two important groups namely the dominant and the subordinate groups. Assuming that the University teachers and administrators are the dominant group and the students' group is the subordinate group, Student Personnel Services, then, were created as the instrument of the dominant group to impose its values. The idea that Student Personnel Services were created for the development of scholars, therefore, is only a myth created by the dominant group to legitimize its controlling existence. Once the dominant group has managed to control the subordinate group, calm and stability will occur.

However, calm and stability, according to this theory, are temporary, enabling the opposing groups to gather strength for the next battle. During this period, the dominant group will coerce the subordinate to cooperate through force, propaganda and indoctrination. Desired

behaviour of the subordinate group will normally be rewarded⁵⁰. Should this be the reason for the creation of Student Personnel Services, then the Student Personnel Services administrators would function as the 'policemen' of the University and the Government to exert power upon students' community. However, there is a danger that once the placid period is over, a greater battle might begin. In order to prolong the placid period, the dominant group is predicted to come up with sterner policing procedures.

7.2.6 Technical and economic considerations

From the technical and economic perspective, an organization must be governed by external criteria which are determined in accordance with the actual needs of the society. Today, the society regards the use of public funds for educational purposes as an investment. Education must, therefore, be organized according to the functions prescribed by the external power outside the University. The university goal is defined by the society that surrounds it. In the case of Malaysia, it was specified that its major task is to create an efficient high level working force for the benefit of the society.

Based on the economic 'system' model, an organization is responsible for producing a specified output. The university can select 'inputs' and design the means by which they are combined in order to produce a specified product. Products or outputs are specified, but inputs and process are adjustable. The readjustment of inputs and the process can be done only if the organizational goal is clearly understood. To achieve the organizational goal, suitable technology is chosen. The Student Personnel Services in Malaysia had been created to provide the means, the process and the technology for the University to achieve parts of its major organizational goal. Its services, are expected to reduce wastage of public investments.

The adaptation of business practices in the administration of higher education has become increasingly common. In the past 25 years, higher education institutions have continuously 'borrowed' practices developed in business (Maassen & Potman 1990). Taking Chaffe's (1985

⁵⁰ Example of this includes the various awards created by the university.

cited Maassen & Potman, 1990) model of strategic development, the creation of Student Personnel Services in the University could be understood from these three possible models:

1. In linear strategy, Student Personnel Services could help deal with competitors to achieve Universities' goals. Universities in Malaysia are competing with each other to attract government funds and the best student-candidates by demonstrating through administrative arrangements their ability to produce graduates of high value in the national job market.
2. In adaptive strategy, the Student Personnel Service is created as a pro-active or reactive change on the part of University administration in order to meet students' needs as consumers.
3. In interpretive strategy, Student Personnel Services might be created to convey meanings. The intention has been to motivate stakeholders, such as students, sponsors, or the tax-payers, to continue support for the University.

7.2.7 Socio-cultural consideration

Because the University is the society's creation it cannot escape from the socio-cultural influence. As the society changes, so will the university. The helping culture is inherent in most societies, including Malaysia. The welfare services which used to be undertaken by University teachers were felt to be no longer adequate. Society demanded more facilities to enable University students to grow. Student Personnel Services were thus created, as a formal branch of University administration, to provide social and cultural outlet for students within the closed University community. As a formal structure, Student Personnel Services provides students with opportunities for expression. Without this outlet, it is believed that students may face various blockages within the academic vicious circle. Through a structure, people define their world, feel secure and are understood by others around them (Shilling, 1991). After all, structure represents both the medium and outcome of social interaction (Shilling, 1991).

The fact that a new student who comes to a University is not only looking forward to an academic experience but also the different kinds of social experience in different social situations, suggests that the creation of Student Personnel Services is intended to provide a social and cultural centre for students to socialize and acculturate themselves. In other words, Student Personnel Services provides a guided social system.

The value of a Higher Education degree is immeasurable; Selvaratnam (1988) claims that, 'In the Malaysian context, until recently, a university degree has been regarded as a passport to lifelong security, comfort, and status' (p. 183). A higher education degree can provide social mobility to the holder. 'If rewards in life correlate strongly with university graduation, students and their families will always aspire to the tertiary level of education' (Psacharopoulos, 1990, p.376). In this respect, the pressure on students to pass through all obstacles of University life is very great. This highlights the importance of Student Personnel Services as the service provider that helps University students attain their career goal.

Informal socio-cultural behaviour often defines the Institutional functions and performance. Sociologists view the nineteenth and early twentieth centuries as the Progressive era that marks the rejection of the belief that human affairs are governed by destiny (Parelius and Parelius, 1978). This new social belief informally changes the old thinking of the University as an exclusive community of scholars. Under this framework of thinking, organizational obligation is viewed from the perspective of personal and social needs of their participants, as defined by the society at large (Eg. McGregor introduces the theory Y individual who is permissive - provides the need for Student Personnel Services to be created as the organizational motivator etc.).

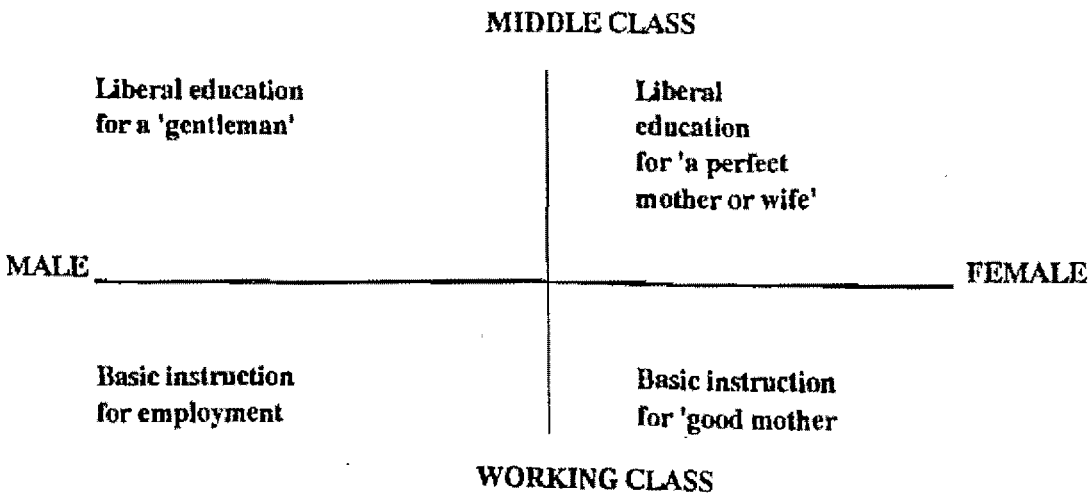
Discussion on educational attainment in a certain community should not exclude several socio-cultural factors such as socio-economic status, race and ethnic, gender, age *et cetera*. Studies have indicated the strong correlation between those factors and educational achievement. In America, for example, it is an obligation of the educational institution to help certain ethnic groups who are identified as relatively weak, such as the Black, Puerto Rican, Mexican American and American Indian, to reach the same educational attainments as others. In Britain, Brown (1990) noted that there have been at least three phases of development in socio-historical

development of British education, which he called:

- 1. the 'first wave' which is characterised by the rise of mass schooling for the working class.
- 2. the 'second wave' which is based on meritocracy and,
- 3. the 'third wave' which is based on 'the ideology of parentocracy' i.e. education that a child receives must suit the wealth and wishes of parents more than the abilities and efforts of pupils.

All these developments demand that the university should consider all the different needs of its students. Brown's (1990) model (Figure 21) shows that the educational goals of female and male students are differentiated by their parental socio-economic status. Student Personnel Services are therefore, expected to be created to fulfil these distinct needs.

FIGURE 21
THE NEEDS FOR EDUCATION BASED ON GENDER AND SOCIAL CLASS



Source: Brown (1990)

7.2.8 Consideration of the HEP-student interaction

The nature of activities of the HEP have shaped students' sentiments towards the HEP personnel. Presently, the activities of the HEP are received unfavourably by the student leaders. Similarly, their opinion of the staff in the HEP is also unfavourable. The present pattern of interaction could be illustrated by Figure 22.

FIGURE 22
THE INTERACTION BETWEEN THE HEP
ACTIVITIES, THE STAFF AND THE STUDENTS

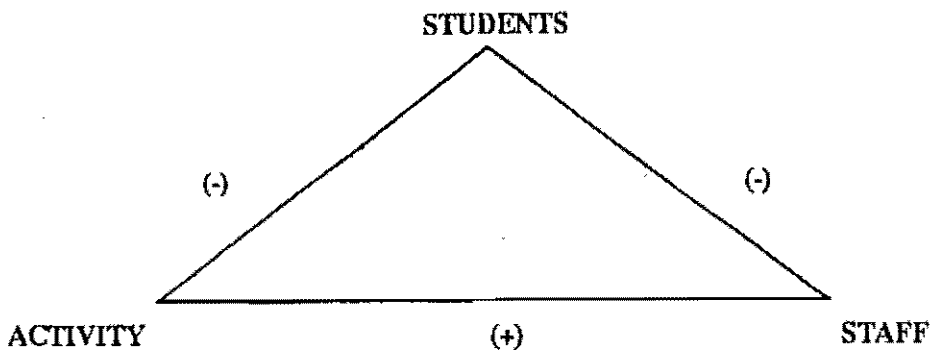
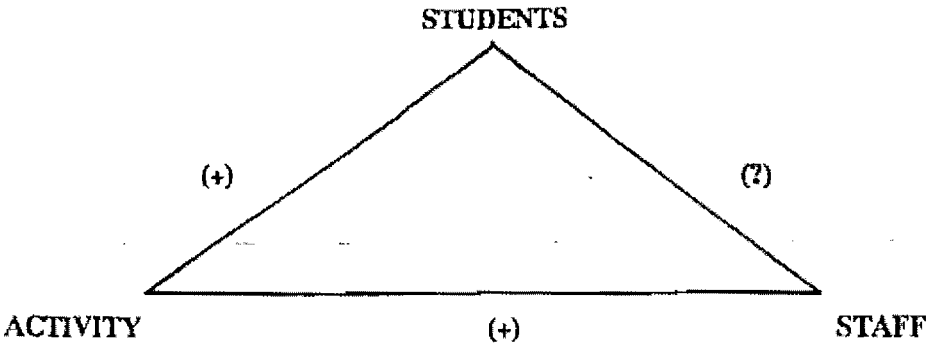


Figure 22 reflects a natural pattern of interaction to create a mathematical equilibrium (into a final $[(-),(-),(+) = +]$ in the interaction triangle).

It would be interesting to see what the consequence would be if any one of the variables, either the activity or the staff, were experiencing changes. Should this take place, the perception of the students is also expected to show changes. In fact, there have been several changes in the staff variables (although not wholly) such as the change in the DVC and the transfer of senior staff into and from the HEP, yet students have never shown any significant difference in the way

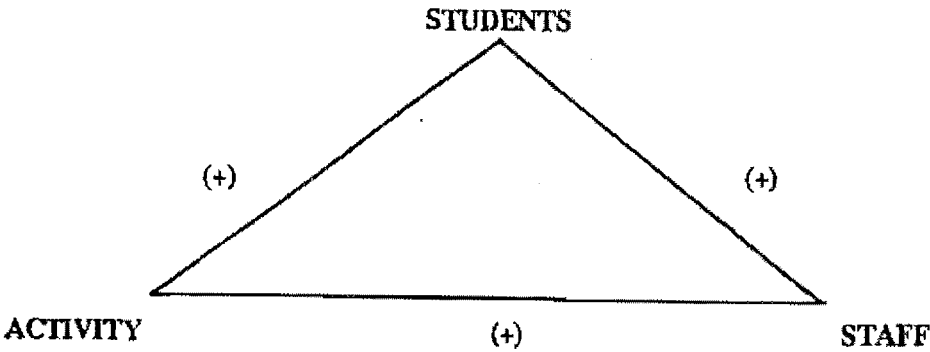
they perceived the HEP as a whole. A question worth exploring would be, what if the HEP changed its activity into one that was acceptable to students? (refer Figure 23) Would their perception towards the staff also change into one that is positive as shown in Figure 24?

FIGURE 23
NEW PATTERN OF INTERACTIONS



Should the law of equilibrium prove workable in this context, the perception of students towards the staff should now be positive $[(+),(+),(+) = +]$ as shown in Figure 24 (Homans, 1950).

FIGURE 24
ALL POSITIVE INTERACTIONS



The same paradigm could also be applied in the interaction between the HEP, the students and the government. Since the HEP is an institution known to have been created by the government, there is no way that it could change the perception of the anti-establishment student group, from an unfavourable perception to a favourable one. Although the University authority has been trying very hard to please these groups, these efforts seem not to be appreciated. For example, in an effort to subdue the religious group, the University authority has created the Religious Unit, but not only do students dislike the HEP, they have even prayed for the Religious Unit to be abolished. In another attempt to win over the religious groups, the University tried to minimize the issues by reducing the number of cultural activities, some of which are seen by the group as un-Islamic, yet the group has never seen this action as an act of support for the Islamic cause.

Due to the nature of its creation, there seems to be no way that the HEP in Malaysia could avoid being perceived as an instrument of the government. Most often, the HEP staff are seen as enforcers of the government's rules and regulations.

As such, for the HEP to continue to survive, it must continue to give its undivided loyalty to the government. Any personnel or officers of the HEP who are not clear on this principle will only put themselves in a state of confusion and not be able to work effectively in the University. The principle has been that they are hired as professionals by the government to carry out government agenda. As professionals, the staff need to see that it is the government and the University authority that should be seen as their immediate clients and not the students. The students are only their target group that need to be dealt with. They should continue to act as a buffer in a tussle between a group of intelligent youngsters and the establishment.

Employing the role of a buffer, the HEP staff in Malaysian Universities has no other option but to be partisan to the ruling government. Again, in this regard, the HEP staff as civil servants could be likened to their counterparts in the USA and Germany more than to the British. A study made by Rockman (1981) indicated that American civil servants are more partisan than their counterparts in Britain. It was found in the study that 24 per cent of civil servants in the United States perceived their role as partisan, as against only 1 per cent in Britain.

In Malaysia, in a way, the HEP itself provides the equilibrium in the relationship between the youngsters and the higher authority. As Etzioni-Halevy (1981) once said:

'... higher education has assumed a dynamic role in the political arena as well...and radical student movement tend to arise and flourish even where apathy prevails amongst the rest of the population. From being a mainly passive agent in previous epoch, education has thus turned into a propeller of change in the cultural, economic, political and class structure of modern society' (p.195).

The administrators in the HEP are expected by the government to make sure that there will be no disturbances in the University that will make it difficult to produce its output efficiently as required by the government's development programmes. As public servants they are:

responsible for the implementation of decision made by political leaders ...
Administrators are concerned with the efficient production of outputs which flow automatically from the policy decision of political leaders (Smith, 1988, p.28).

If the HEP continues to be loyal to its patron, the Minister of Education, the HEP staff can expect that they will be well 'shielded and freed from public scrutiny and criticism on the grounds that they simply serve their Minister' (Smith, 1988, p.29). If the personnel of the HEP continue to believe in one thing, but operationally doing something else, they will experience a moral crisis (Petit, 1967). The options available to avoid moral crisis could be illustrated by a modification of Petit's (1967) model of moral crisis in management as shown in Figure 25.

Figure 25 indicates that if an organization or the authority of an organization adopts a certain belief or ideology (Id A) and its mode of operation (Op A) is consonant with that belief, the organization is seen as experiencing no moral crisis. But if, for example, the ideology adopted is Id B while the type of operation is Op A, the organization is seen to be experiencing a moral crisis in its management. Applying this model to the Malaysian University, it was found that there is a moral crisis in the management of the HEP in the observed Malaysian Universities. It would seem that the University needs to change either its ideology or its mode of operation. If this is not resolved the organization could be vulnerable to:

1. Frequent inconsistency in decision-making.
2. Frequent conflicts between members of the staff.
3. Frequent conflict between the organization and its client (students).
4. Fear of taking responsibility among the staff, so they resort to the 'blaming game', most conveniently to blame those higher up. This is due to their inability to defend or justify their actions.

In fact, some of these problems have already emerged. Adoption of a common type of ideology and operation would help provide the organization with a basic source of solidarity within the institution.

FIGURE 25
THE RELATIONSHIP
OF IDEOLOGY AND OPERATION

	Op A	Op B
Id A	NO CRISIS	MORAL CRISIS
Id B	MORAL CRISIS	NO CRISIS

Source: Petit (1969).

With regard to the direction of the development of the HEP as an organization, there are at least two options that could be considered, namely 'quantity-directed' or 'quality-directed' development. Should the former be chosen, one would expect to see the following to take place in the HEP:

1. The expansion of the size of its staff.
2. The creation of more sub-units within the organization.
3. The multiplication of ad hoc activities as reactions to events.

If the choice is the latter, then the emphasis of the HEP's activity will be:

1. To reevaluate properly the effectiveness of the present administrative arrangement.
2. To draw up a long term Continuing Professional Development (CPD) programme aimed at improving the quality of staff in the HEP.
3. To identify students' core activities that have long term effects over the development of the University graduates.

This investigation has found that the HEP of UPM is yet to decide on the direction of its development. It was found through the various documents in the HEP that the most common justifications for applications forwarded by the HEP to the government to request more staff or financial allocation were:

1. The new services to be created are necessary in order to upgrade the services to Western professional, specifically American, standard. Most often, American literature on the standard of the services provision is quoted to support the various proposals.
2. Due to the increase in the number of students in the University more services and funds are required.

Professionalism and student numbers are used as the main justifications for applications for facilities for the HEP. These justifications are normally accepted by the higher authority. However, the actual needs of students in relation to student numbers and the heterogeneity of students' backgrounds (as presented in Chapter Three) have never been identified through any scientific mode of evaluation. One major question that needs explanation here is, therefore,

whether or not the service provided is 'meeting contemporary human needs' (Quehl, 1988, p.8).

In the absence of the needs analysis, services have been created merely based on assumptions, sentiments and the private interests of individuals in control of the HEP. So concern about protecting or strengthening their survival 'goal of self-preservation' seems to have displaced 'the service goal of the organization' (Sjoberg, Brymer, and Farris, 1978, Merton, 1940 in Peters, 1988, p.110). Whenever students indicated their actual needs, the authority in the HEP was quick to conclude that the problem was one of communication. Quehl (1988) said that:

... students are assumed as having lack of understanding of the heart of the problem, a tendency that would only widen and deepen the disparity between the words and that action and between promises and deeds (p.8).

Such an attitude is not unfamiliar in public organizations the world over. The public official is normally seen as an ordinary rational economic Man. Each of them strives to maximize their personal utility (Peters, 1988). That is why public officials always like to propose that higher authorities maximize their departmental financial budget every year, a fact that was clearly found in the HEP-UPM.

The priority of the HEP is to safeguard the interest of its political master and the University at large as the employer-institution, in order to ensure its survival is well recognized and respected. At the same time, in the long run, it might be necessary for the controllers of the HEP to be aware that they are also expected to satisfy expectations from other parties including their customers (Vickers, 1959) who are the students.

Students are the customers that the HEP was originally intended to serve. As a government machinery, the staff are seen by students as public officials representing the government. It is these officials who come into direct contact with citizens. Kaufman (1977, cited Peters, 1988) said that those officials helped 'define the reality of government for those citizens' (p. 110).

CHAPTER EIGHT

CONCLUSION

8.1 INTRODUCTION

This research has compared the rationale put forward for the provision of Student Personnel Services as described in the literature with that found to have taken place in Malaysia. The literature, especially that from the USA, tends to offer a developmental model based on the chronological order of changes in the nature of provision. **Figure 26** illustrates the developmental model.

This study offers an alternative way of looking at the reasons why there are such services in the University, looking into the question from the perspective of the service's functions. From this perspective, at least two categories of rationale for the provision can be deduced from the literature, namely:

1. Student Personnel Services administration as a machinery to achieve the goals of the philosophy of higher education and,
2. Student Personnel Services as an administrative requirement which has always been immediate and influential (Knocks, Rentz and Penn, 1989).

In general, the rationale for the provision of the services using this perspective can be illustrated as in **Figure 27**.

FIGURE 26
A MODEL OF THE DEVELOPMENT OF STUDENT PERSONNEL SERVICES

RATIONALE	NATURE OF PROVISION
University takes the parental roles (<i>in loco parentis</i>)	Student Personnel Services provision is limited to Residential Hall provision and advising is imbedded within academicians' role
Revolution in the American philosophy of Higher Education to humanize educational environment	The provision of Guidance Services
The re-interpretation of education to include a broader area encompasses learning in the student group, in residential hall, in the interviews and in the personal budgeting	The creation of Specialist Posts
Career-consciousness of the Student Personnel workers	The establishment of National Associations
The need to build professional image	The creation of official statement of purpose and members' code of professional conducts
The need for specialized training for credentials	The development of SPS into an academic field of study
The diversification of SPS into groups of educator and practitioner	The new idea of cooperation between the academics and the specialist in the service provision

DEvised BASED ON THE REVIEW OF THE RELATED LITERATURE IN THE USA

FIGURE 27
GENERAL RATIONALE FOR THE PROVISION OF STUDENT PERSONNEL
SERVICES IN UNIVERSITIES

MAIN RATIONALE	SUBSIDIARY RATIONALE
To achieve the goals of the philosophy of higher education	the requirement for the development of scholarship
	the University's role as <i>in loco parentis</i> over its students
As an administrative requirement	the need for managerial efficiency
	political expediency
	as a legal requirement

8.2 The development of scholarship

The rationale most frequently found in formal announcements issued by University authority and cited in most literature has been that the provision of Student Personnel Services in Universities is a necessity for the development of the community of scholars. Vital to the 'development of a true community of scholars' is a good relationship between the University and students (Williamson and Sarbini, 1940). Student Personnel Services are seen as the most viable option to provide the required environment for that relationship.

The management of students through informal structures may have been effective in the past when Universities were relatively small. Today, however, the size of student population and their sophisticated needs are such that it is almost impossible to manage the services effectively using informal and casual methods. Under the old informal system of Student Personnel Services provision, students found that the university gave them insufficient attention.

College teachers are trained for scientific research rather than college teaching. Poor teaching is not strange in university education the world over. 'University teaching is thus the only profession (except the proverbially oldest in the world) for which no training is given or required' (Barzun, 1968 cited Lewis, 1984, p.13). Thus the provision for 'whole', 'liberal' and 'general' education is not given serious attention. While the teaching ability of University teachers is continually being questioned, it would be too much to burden them with another heavy task that of updating their skills to cope with students' non-academic matters.

Most professors are said to be more interested in their research than the well-being of their students. Even University teachers who are interested in student welfare, generally speaking, lack skills in handling and understanding human behaviour. As research specialists, naturally, their attention is directed to their own specialization. Furthermore, with the world becoming more complex, as are University affairs, students' needs have become more heterogeneous. It is, then, rather too much to expect university teachers, even with some training, to cope with the variety of needs of their students.

8.3 The Needs of Modern Society for Managerial Efficiency

From the perspective of bureaucratic organizational behaviour, the creation of the Student Personnel Services Administration is an outcome of the emergence of bureaucratic pressure, 'firstly from the general need of modern society for rational modes of organising its increasingly complex system of social relationships and, secondly, from the specific bureaucratic form of state agencies...' (Salter and Tapper, 1981, p.7). The acceptance of the creation of Student Personnel Services Administration in Universities is further enhanced by the development of a new societal culture which places high value on economic efficiency and administrative accountability. A study conducted in the State University of New York over eight years (1972-1980) found that The Regent and State University of New York Trustees were initially concerned more with building organizational structure and creating services and programmes rather than with faculty role performance (Slaughter, 1985).

Modern industrialised society has become more concerned about the credentials of those involved in service provision. There exists a strong correlation between the level of education and social upward mobility. The society demands a change in the direction of education from that of 'education for the sake of education' to that of 'education for investment and efficiency'. As a result governments of many countries, especially industrialized countries, have to make educational development one of their top priorities.

In Malaysia, the demand from its people for more highly trained citizens coincided with the government programme and plan to restructure the society as specifically mentioned in its *Dasar Ekonomi Baru* (the New Economic Policy) introduced following the bloody racial conflict in 1969. As in developed countries⁵¹, higher education in Malaysia, therefore, captures a substantial percentage of the State's investment. Richmond (1969) pointed out the following:

1. There is a high correlation between educational expenditure and national income.
2. The higher the *per capita* income the higher the proportion of GNP devoted to

⁵¹ In the UK, for example, even before the Robbins' Report (1963), expenditure from public funds on the maintenance of university students was tripled from £7.8 million to £22.9 million between 1954 and 1962 (Richmond, 1969).

educational expenditure at the secondary and tertiary level.

3. In industrial market economics the ratio of educational expenditure to national income has risen from 1-2 percent GNP to 4-6 percent since 1900.
4. In all developed countries the proportion of expenditure devoted to higher education has increased and is certain to go on increasing in the foreseeable future.
5. Of the three levels of education, tertiary education is much the most expensive (pp.29-33).

All the above indications suggest that Universities in Malaysia as elsewhere, must be more committed to producing more graduates in terms of number and quality. Students' motivation, diligence, social skills, and lives as a whole, must, therefore, be managed efficiently by the University. This provides a strong ground for the structural change in the University administrative set-up that led to the creation of a formal sector within the University structure, called Student Personnel Services Administration. The newly created sector is charged with the responsibility to deliver very specialised services to the University's student-customer. Student Personnel Services Administration is used as an important managerial instrument to reflect the Universities' concern for efficiency in the management of student affairs.

8.4 Political Expediency

The University is represented politically by diverse interest groups. Political acts emerge from:

'... the complex, fragmented social structure of the University, drawing on the divergent concerns and life styles of hundreds of miniature subcultures. These groups articulate their interest in many different ways, bringing pressure to bear on the decision-making process from any number of angles and using power and force whenever it is available and necessary. Once articulated, power and influence go through a complex process until policies are shaped, reshaped, and forged from the competing claims of multiple groups (Baldridge, 1971, p.8-9).

Through the process of political articulation a University is best understood as a 'politicized' institution (Baldridge, 1971). From the perspective of Public Administration that divides administration into three major components namely: legislative, executive and judicial, Student Personnel Services Administration possesses a unique feature. Whereas each of the three administrative bodies usually functions separately, the Student Personnel Services Administration has both executive and judicial power (in cases such as students disciplinary cases). Its influence over the university's legislative bodies, such as the Council and the Senate, is also well recognized. As an executive body, it has a very broad discretionary power.

Since the legislative mandates are usually vague, the Student Personnel Services Administration has the power to interpret what is provided by the legislative body. Therefore, it cannot avoid being engaged in a political process in which it is continuously involved in struggles to acquire and exercise power and influence. With its power to control University dealings with students, Personnel Services can act as 'buffer', mediator, or front-liner in any political battle or negotiation between the establishment and the community of students.

The presence of lay people in Universities' governing bodies today, has become more obvious, and state intervention in University affairs the world over, has also been growing. During the well-documented era of student aggression all over the world in the 1960s⁵², most states found that it was too expensive and inefficient to control University students by using state machinery. Policemen, for example, were no longer able to cope with the complexity and heterogeneity of problems brought about by the ever-increasing number of University students. Hence, the establishment of an administrative unit, in charge of students, within the University itself was seen to be the most logical solution to the problem.

Once the Student Personnel Services Administration within each University was established, there emerged a group of experts and experienced people capable of taming student radicalism more efficiently, more dependably and morally more acceptably than by bringing policemen into campuses. Whereas the presence of policemen generally has adverse political

⁵² The occurrences of serious conflicts between Universities and government of the country are not something strange to University life and can be traced as far back as the history of the medieval Universities.

impact, the provision of Student Personnel Services Administration carries a more democratic, humanistic and professional image.

Political considerations in the provision of Student Personnel Services may therefore be summarized as follows:

1. In view of the long history of student radicalism and the long-established power struggle between the states and student community, there is a real need to establish good relationships between the University authority and students.
2. It has always been the intention of most governments to put University students under their control. This intention must be materialised gently, in the name of social equity that preserves the interests of the community at large. It is found that this goal can be achieved more economically and efficiently if student radicalism is controlled from within.
3. In order to make sure that justice is seen to be done, countries create the necessary law to legitimize University power over students. In the case of Malaysia, for example, the control of students by the University authority is legitimized through the *Akta Universiti dan Kolej Universiti 1971 dan Pindaan 1975*.

Another perspective presented here in explaining the rationale of the provision of the services is what this study proposed to call the **overt rationale** and the **covert rationale**. They can be defined as follows:

1. The formal or overt rationale is that spelled out officially by the official documents of the university and,
2. The covert rationale is hidden and can only be understood by analysing University affairs and by observing daily practices within the university culture and administration.

Formally, students' needs have been highlighted by Universities as the rationale for the provision of Student Personnel Services. University publications such as the University Calendar, pamphlets, reports *et cetera* portray that Universities regard their students as their *raison d'être*⁵³. This study regards this type of rationale as the overt rationale.

Both, the covert and overt rationale, are subjected to various environmental influences, such as the internal and external politics of the university, the economic position of the university and the country, socio-cultural background of the university community, law of the country, *et cetera*. This study has identified at least four major variables operating within and around the University environment, namely:

1. The Bureaucratic-political,
2. The socio-cultural,
3. The technical-economic,
4. The law, rules and regulations.

The four variables are present in all state decisions in the context of Malaysia. Malaysia, as a relatively newly liberated nation, is still in the period of transition between the adoption of the whole concept or model of Western political-bureaucracy and the process of indigenization. The process of indigenization is very much influenced by the socio-cultural background of the Malaysian community. At the same time national development, both physically and socially, is going on very rapidly.

The process of development demands efficient management of a nation's limited resources. All activities that consume the national resources, such as higher education, must be accounted for in relation to societal needs. In this respect, the technical-economic factor has always been given important consideration in the cost-benefit analyses that precede most important decisions at national level. Political and administrative decisions, especially where grey areas exists, are always subjected to legal review. When this takes place, the necessary law is created to provide the legitimate power for the relevant authority to carry out the government's

⁵³ In England, a very senior administrator of a British University wrote that 'The student is the *raison d'être* of the University...' (see Farrington, 1990 p.63)

policy or plan. This is in line with the Weberian school of thought that an organization should be administered by experts and governed by the rule of law.

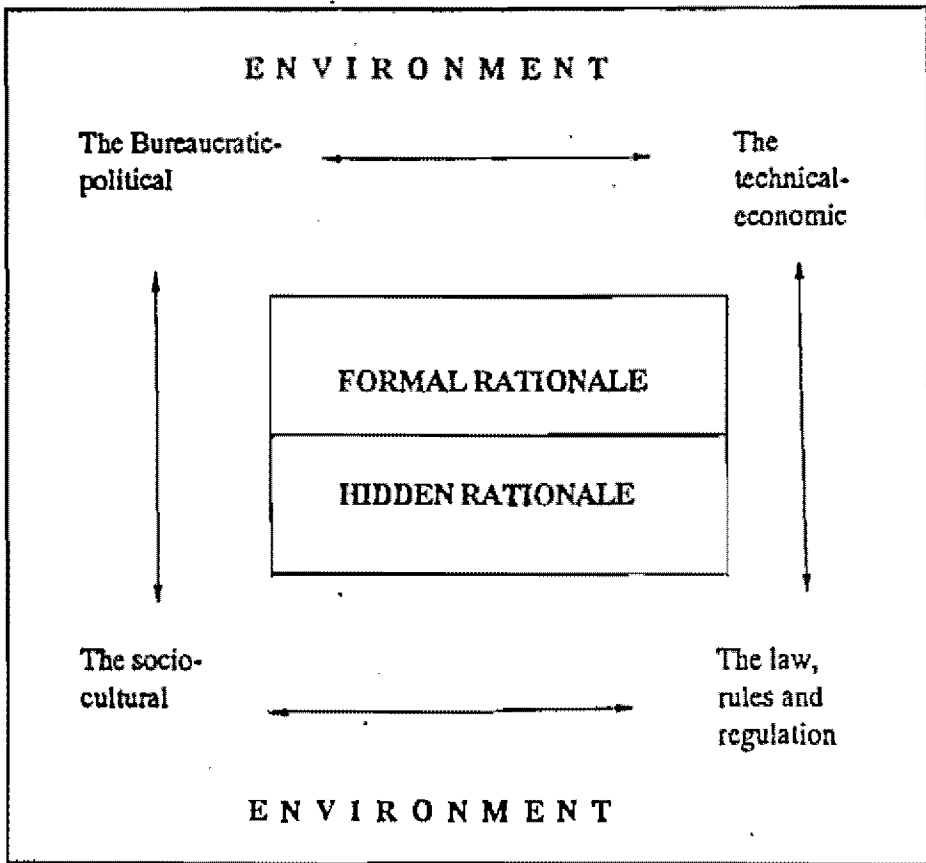
In Malaysia, the law of the land is based on the mixture between the universal concept of justice, some of which may have been imported direct from the West, and the moral and ethical code inherent in the local community. Hence, an attempt to understand the rationale for the provision of certain services in Malaysia cannot afford to neglect legal-ethical-moral considerations. Figure 28 summarizes the rationale for the provision of Student Personnel Services using this framework.

It is indicated in Figure 28 that it is difficult to separate the rationale for the provisions of the services that are related to the political and cultural environment. In Malaysia, politics and culture are inseparable. The consequence of the interaction of each category of rationale with its environment in the context of Malaysia is illustrated by Figure 29.

The various options available to explain the rationale for the provision of Student Personnel Services in Malaysian Universities, allow students and practitioners of Student Personnel Services to identify the type of relationship that explains the interaction between the University establishment and the students. The options available to explain University-student relationships include:

1. Both the University establishment and the student community are seen as interested parties.
2. The University establishment and students are engaged in a transaction of a commodity between the seller (the University) and the customer or buyer (the students).
3. The University is seen as a welfare institution, whereby the authority is regarded as the service provider and students as the needy clients.
4. The University is seen as a nation, whereby the establishment acts as the ruler and students are the citizens.
5. The University is seen as a political institution, whereby the student group is one of the legislative officials or political representatives.

FIGURE 29
THE TWO CATEGORIES OF RATIONALE FOR THE PROVISION OF STUDENT PERSONNEL SERVICES WITHIN THE CONTEXT OF ITS ENVIRONMENT



8.5 Implication of the research findings

Based on this study, several suggestions can be made^h regarding its implications for the body of knowledge and its application to the provision of Student Personnel Services. The following facts were found regarding the nature of the provision of Student Personnel Services in Malaysian Universities:

1. Malaysia, a former British colony, is no longer practising the administrative arrangement of Student Personnel Services found in Britain. Today, the administrative arrangement of Student Personnel Services in Malaysian

Universities seems to be more similar to that found in American Universities. The most significant factor influencing this change in the administrative alignment, is the number of staff who, starting in the early 1970s, received post-graduate education in American Universities. These staff, on their return to the University, were influential in deciding the direction and style of administration. In the case of Student Personnel Services, for example, Malaysia chose the American system mainly because most HEP staff with post-graduate qualifications were trained in Universities in the USA (HEP Staff in UKM, UPM, USM, UUM who had a professional qualification in Student Personnel Services were all trained in the USA). Universities in Great Britain have yet to offer Student Personnel Services as an academic or professional field of study; nor does a professional organization in this area of service, having its own code of professional ethics, as in America, exist.

2. Although the model of administrative arrangement of Student Personnel Services in Malaysian Universities emulates that of America, the philosophy of its administration is not similar. Due to the political and cultural environment of the country, Student Personnel Administrators in Malaysian Universities seem to be practising an authoritarian style of administration. The patron-client relationship which is deeply rooted in Malaysia's feudalistic attitudes is evident in the widely practised University-student relationship.

8.6 Suggestions for future research

This research has identified the major issues in the provision of Student Personnel Services in Malaysian University in a broad perspective. Therefore it is suggested that further research can be conducted using this research as its base. Suggestions for further research include:

1. A survey design research comparing the perceptions of students and staff towards the provision of Student Personnel Services in Universities.
2. A more intensive and deeper analysis employing the ethnographic method of study of the needs of the interacting parties in the University community for the Student Personnel Services.
3. A longitudinal study analysing the pattern of students' behaviour in using the services provided by the University.
4. A deeper analysis into the sectoral provision of services in the Student Personnel Services Division.
5. An action team research to be conducted jointly by researchers and practitioners, to ascertain the effectiveness of the various programmes and activities in the Student Personnel Services aimed at developing student potential.
6. A correlational study to detect the correlation of students' participation in campus activities with their career path.

8.7 Application to the service provisions

For the practice of the service provision, four clear options can be chosen as models for the administrative arrangement of the service provision, namely:

1. A continuum of teaching and personnel work.
2. A dichotomy of teaching and personnel work.
3. A working cooperation between the specialized sector providing the non-curricula services and the academics providing the curricula services.
4. Participative arrangement (participations of various identified groups in the University).

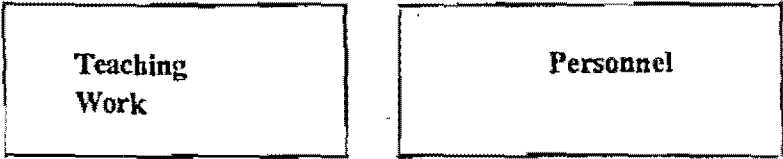
A continuum of teaching and personnel work (Figure 30: Model 1) means that there is a free flow of manpower, activities and ideas between the two said functions of the University. Model II indicates that teaching and personnel works are separated. No interaction between the providers of each of the services is needed. Each functions according to a clear boundary of the division of labour prescribed for it. In Model III, the University makes an arrangement whereby both University teachers and the Student Personnel workers develop a programme of cooperation based on a shared goal. Each division, however, maintains its major specialized function. Models, I, II and III all emphasize the role of the various University authorities in the provision of the services. In Model IV, all the three major components of University community, namely the academics, the administrators and the students, participate in the jointly-organized service providing activities in the University. Model IV should be known as the participative model. It could be represented by the establishment of various committees involving the various interested parties in the University.

FIGURE 30
MODELS OF STUDENT PERSONNEL SERVICES PROVISION

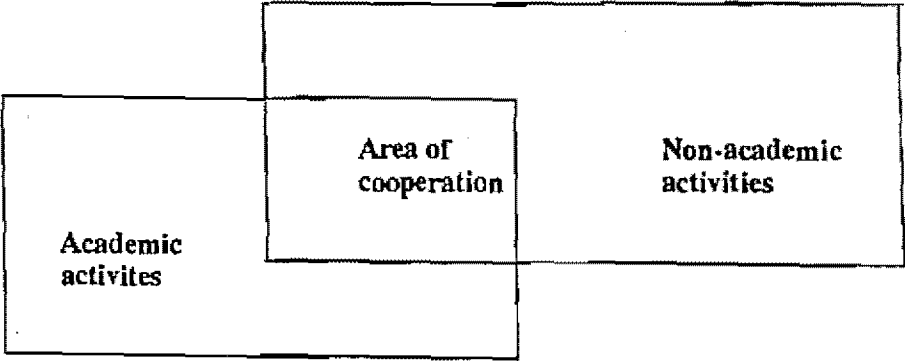
**Model I: A Continuum of Teaching
and Personnel Work**



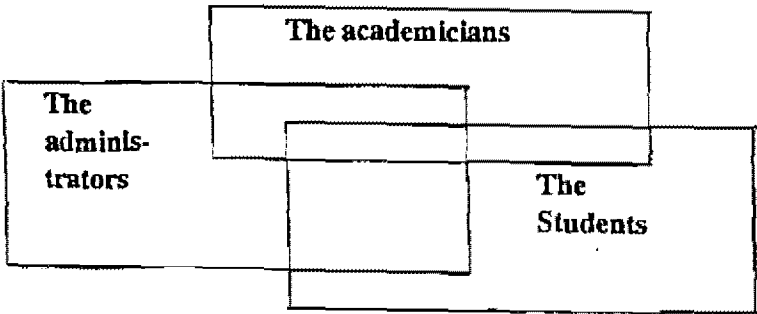
**Model II: A Dichotomy of Teaching
and Personnel Work**



**Model III: Cooperation between
Academics and Specialized Services**



**Model IV: Participation of the
three major parties in the University.**



The weaknesses of the present provision of Student Personnel Services in the University, unveiled by this study, include the following:

1. The absence of a tangible goal for the services.
2. The absence of service principles.
3. Manipulative relationships with its student-clients.
4. The absence of continuity in the administrative policy of Students Personnel Services due to changes in its administrative heads.
5. Lack of integrating criteria between the students, the academics and the administrators in the University.
6. Stiff competition for resources between the staff and the students due to multiplicity of interests.

8.8 Recommendations

On the basis of the findings summarized above, this study offers the following suggestions regarding the practice of Student Personnel Services:

1. Policy makers in the University should embark on a project analysing the real needs of the students, to determine the direction of the development of Student Personnel Services as an organization.
2. Considering the complexity of the University-students relationship, there is a need for the Student Personnel Services, as the front line in the university dealings with its students, to draw up a continuing professional development programme (CPD) for the staff. General skills like communication skill, listening skill, facilitating skills, motivational and strategic management skills are needed by all staff in the Student Personnel Services. Specialized skills in relevant areas are also needed by staff in the various units or sectors in the present organizational set-up.

3. Considering the various allegations of malpractice in the administration of student services in Malaysian Universities, there seems to be a need for a **Charter of Services** to set out the basic philosophy and procedures of the service provision. It might also be wise to include in the Charter a code of professional conduct or ethics which could serve as a guide-line for the staff, to ensure that fairness and basic human rights are preserved in the institutions of higher learning.
4. In the light of various student grievances regarding the staff in the Student Personnel Services Division of the studied institution, the University should consider developing staff recruitment procedures that allow only those with a real interest in human development to be posted to the division.
5. With regard to the difficulties faced by student organizations in their interaction with staff of the Student Affairs Division concerning approval and financial aid for activities, the Student Affairs Division should provide a manual of activities and financial aid procedure. This would save time spent learning unwritten rules and rectifying petty errors.
6. In view of the officially-propagated idea that Universities develop the country's future leaders, and in the light of the country's industrialization efforts, there is a need for the government to consider reviewing the provision of *Akta Universiti dan Universiti Kolej 1971 and Amendment 1975*. This is to enable students to be exposed to challenges of the outside world, especially in the international arena.
7. To increase the efficiency of service provision through fair competition, it is also suggested that the University might privatize some maintenance services such as the catering services (as in the UK Universities), sports facilities and the management of accommodation.
8. To create a partnership between the specialized department providing the Student Personnel Services and the academics, it is suggested that the University

formulates an administrative arrangement whereby there is a free flow of staff in the HEP and those faculties with expertise in service-provision e.g. the Faculty of Educational Studies and the Centre for Extension and Continuing Education of the University. For example, in UPM, the thirteen qualified counsellors available in the Counselling Unit of the Faculty of Educational Studies could render their professional service as consultants or administrators in the Counselling Unit of the Student Affairs Division and vice-versa. Senior staff in the HEP could also serve as lecturers in any relevant faculties in the University, to teach the various subjects of their expertise. A unified service must be created in order to enable this suggestion to be implemented.

9. Since students of Malaysian Universities come from all over the country, more than fifty percent from rural areas, the services they need most are the accommodation services. Should the increase in the student population in Malaysian Universities continue, the authorities will have to build more University-owned accommodation for students. The University could also consider the provision of academic learning facilities in Residential Colleges apart from the present central facilities.
10. As the country is multi-racial, and University graduates are people of influence in the society, there seems to be a need for establishment within the University of a race relations programme geared towards inculcating a spirit of racial tolerance among University students. In multi-racial America, for example, Melvin (1988) suggested that Universities should adopt an offensive strategy in addressing the race relation problem.

11. As the nation is experiencing development and modernization, citizens of the future are expected to become more litigation conscious. In order for the University staff, especially in the Students Personnel Services Division, to be able to face future challenges they should begin to familiarize themselves with the various possible risks that might lead them to be dragged into the court of law. Issues like tort liability, duty of care, data protection, constitutional rights and contracts obligations are amongst the legal issues with which staff need to be familiar.

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APPENDIX 1

PERSONALITIES INVOLVED IN THE ELITE INTERVIEWS

1. The Present New Deputy Vice Chancellor of Student Affairs, UPM (September 1991-present).
2. The former Deputy Vice Chancellor of Students Affairs, UPM (1984-1988)
3. The former Deputy Vice Chancellor of Students Affairs, UPM (1988-September, 1991).
4. Deputy Registrar of Student Affairs of UKM in his capacity as the pioneer administrative officer assigned to the services since its inception in 1975 until present.
5. The Deputy Registrar of Students Affairs, UPM
6. The Chief Assistant Registrar, UPM
7. The Senior Assistant Registrar and the Head of Cultural Unit of the HEP, UPM
8. The Senior Assistant Registrar and the Head of Religious Unit of the HEP, UPM.
9. The Senior Assistant Registrar and the Head of Students' Housing and Accommodation Unit.
10. The Assistant Registrar and the Head of Financial Aids Unit.
11. The Deputy Dean of the Faculty of Agriculture in charge of students' activities and learning (The other Deputy Dean being in charge of research) who is also the former President of Academic Staff Association (PPA).
12. The President of General Staff Association (KEPERTAMA).
13. A focus group discussion involving current and the former Principals of Residential Colleges. The group participants were as follows:
 - a. Mahfor Haroun, the former Principal of the Second College.
 - b. Associate Professor Dr. Idris Abdol, the Principal of the Third College.
 - c. Dr. Gizan Salleh, the Principal of the Fourth College.
 - d. Dr. Hassan Mad, the former Principal of the Fourth College.
 - e. Haji Yaacob Ibrahim, the Principal of the Fifth College.
 - f. Rahmat Ismail, the Principal of the Seventh College.
 - g. Haji Ali Yaacob, the Principal of the Ninth College or the Pendita Zaaba College (the youngest college in UPM).

14. Student Personnel Staff of other Universities:
 - a. The Deputy Registrar of UTM
 - b. The Deputy Registrar of USM
 - c. The Chief Assistant Registrar of UUM
 - d. The former Dean of Foundation Studies of UUM.
15. Haji Abdul Aziz Shamsudin, the Political Secretary to the Prime Minister.

APPENDIX 2

NAMES OF STUDENT LEADERS INVOLVED IN FOCUS GROUP DISCUSSIONS

1. Abd. Wahab Hj Sapawi, the President of the Forth Residential College's Student Council and the President of the *Gabungan Pelajar Sarawak* (Sarawak Students Alliance).
2. Ayub Abdul Rahman, the Treasurer of the MPP and an active member of the *Kelab Patriotik* (Patriotic Club) of the Tun Perak College.
3. Azizah Lochman, the Assistant Publication Secretary of the HELWA.
4. Idham Arif Hj Alias, President of two academic associations, namely the Student Association of Science Faculty and Mathematic Students' Association.
5. Khairuddin Taib, the President of the PMIUPM.
6. Mahmud Jaafar, the President of the Engineering Students' Association.
7. Mohd Ghazali Hamzah, the President of the MPP.
8. Nasran Omar, the President of the Red Crescent (Red Cross).
9. Niam Phang Siew Chung, the President of the *Ikatan Kristian*.
10. Raja Hasni Raja Hassan, the Honorary Secretary of the HELWA.
11. Rohati Mat Nor, the Publicity Secretary of the HELWA.
12. Shahriman Hasan Aziz, the President of the Pendita Zaaba College.
13. Shamsiana Taspurin, one of the Publication Secretaries of the HELWA.
14. Siti Khairani Alias, the Executive Committee member of the PMIUPM.
15. Taha Ahmad, the Secretary General of the MPP.
16. Zainuddin Yaacob, the Executive Committee member of the PMIUPM.
17. Zainun Ismail, one of the Publication Secretaries of the HELWA.

APPENDIX 2.1

PARTICIPANTS OF FOCUS GROUP DISCUSSIONS

1. The Students Representative Council (MPP)

Majlis Perwakilan Pelajar or Student Representative Council, which is also known as the '*Persatuan Mahasiswa Universiti Pertanian Malaysia*' (UPM Students' Union) or PMUPM, is the main student body, representing all registered students in UPM. Membership is automatic to all matriculated students.

2. Muslim Student Union

Persatuan Mahasiswa Islam UPM (UPM Muslim Students Union) or PMIUPM, is the second largest student body on UPM campus, as it represents the Muslim students, who are the majority. Politically, PMIUPM is more powerful than the PMUPM itself, and is strongly influential on the latter's policy and leadership.

3. Women's group

'Halehwal Wanita MPP' or HELWA (Women's Affairs Section of the UPM Students Representative Council). Although women students on Malaysian campuses are commonly seen as passive groups, close observers of student politics find that often, women students determine the direction of campus politics. No student political group that aspires to hold political power on campus can afford to ignore the voting power of women students.

4. Academic Associations

Academic associations represent students in the various faculties or courses of studies. Students' leaders of these groups who participated in the focus group discussion were the Presidents of Science Faculty Student Association, Mathematic Association, Engineering Student Association and Biotechnology Faculty Student Association.

5. Representatives of Residential Colleges.

Except for the Second and Fifth College, all colleges were represented by either their Presidents or Deputy Presidents.

6. Religious Association

There are five religious associations registered with the HEP-UPM namely the PMIUPM, *Persatuan Ikatan Kristian*, *Persatuan Katolik*, *Persatuan Hindu* and *Persatuan Buddhist* (UPM Annual Report 1984/85). In the discussion, only the Catholic Association and The *Ikatan Kristian* were represented.

7. Interest groups

Uniform and sports group could be regarded as activity-based groups. Those represented in the discussion were The Red Crescent, the Scout and the Rugby Club.

8. Unregistered Associations

There also exist unregistered associations that for various reasons are recognized and assisted by the HEP. They are two groups of students from the two malaysian states on the island of Borneo, Sarawak and Sabah. Since UPM's policy is not to allow the establishment of any state-based students' association, these two groups were not granted registration. However, they have their own informal committees to look after the welfare of students from the said states. The HEP treats them informally as a special case and helps them organize various activities. In the group discussion, only Sarawak group was represented.

APPENDIX 3

The Boarding Schools

1. The former Traditional Elitist English Medium Boarding School

Boarding Schools in this category include the Maktab Melayu Kuala Kangsar (MCKK), Kolej Tunku Khursiah (TKC), Sekolah Tuanku Abdul Rahman (STAR), and Sekolah Dato Abdul Razak (SDAR). Although the elements of elitism, such as their code of conduct, are still maintained, admissions are no longer confined to the children of the Malay '*bangsawan*' (people of the palace), are also opened to other Malay pupils who have scored very good results in the relevant examinations (UPSR or Primary School Evaluation Test or SRP or Lower Certificate of Education).

2. The Military College

The Military College is a Boarding School established to cater for pupils who have scored good grades in the *Sijil Rendah Pelajaran* (Lower Certificate of Education) examination. Although the original idea of its establishment was to train potential army officers, many graduates of this school instead choose to continue their academic careers. However, for two or four years of their stay in the college they are exposed to military life and training.

3. The pioneer Malay Medium Boarding Schools

These schools were established in the early sixties to cater for good candidates from Malay Medium Schools to study science in Form Four. Examples include the Sekolah Alam Shah, Kuala Lumpur, Sekolah Menengah Sultan Abdul Halim Jitra, in the State of Kedah and Sekolah Menengah Sri Putri (initially known as the Sekolah Menengah Kolam Air) in Kuala Lumpur. The linkage between these schools and the local Universities appears to be; many products of these schools now hold posts as University lecturers or administrators.

4. Sekolah Menengah Teknik (Technical Secondary Schools)

Another Federal Government's effort to train candidates for University education in science and technical area was to establish this type of school in various states, in the 1960s.

5. Sekolah Menengah Sains (Science Secondary Schools)

This type of school was also established by the Federal Government as a step to increase the number of *Bumiputera* in Science stream.

6. Sekolah Menengah Vokesional (Vocational Secondary School)

This type of school was initially created to cater for those who failed in their *Sijil Rendah Pelajaran* to proceed to Form Four in the field of Vocational Technical Education. Their certificate SPVM (Malaysian Certificate of Education), until the late eighties, was not recognized as equivalent to SPM (Malaysian Certificate of Education) for the purpose of admission to Diploma programmes in the Universities. Although initially these schools all boarding schools, today there are also 'vocational day schools'.

7. States Religious Boarding Schools

These are not Federal Government establishments, but were created by certain state governments. They initially took pupils who obtained good passes in Islamic Knowledge, but later their function was also realigned to include that of preparing good *Bumiputera* candidates for University admission. Examples include Sekolah Izzuddin Shah and Sekolah Menengah Taayah, both in the State of Perak.

8. Sekolah Menengah Agama (Religious Secondary School)

These schools were created in the 1980s. Although their name has religious connotations, they are actually ordinary boarding schools teaching all academic subjects. They are part of the Federal Government's plan to help prepare *Bumiputra* candidates for University.

9. Maktab Rendah Sains MARA or MRSM (MARA Junior Science College)

This type of school was established by a statutory body whose function is to look after the interest of the economics of the *Bumiputera*, *Majlis Amanah Rakyat* (The People's Trust Council). These schools, initially used English as the medium of instruction and emulated Western style (especially American secondary education, with more freedom given to the students to manage themselves independently. Students of these schools did not wear uniform. Lessons, were called 'lectures'. Even in architecture designs and landscaping they are distinct from other schools in Malaysia. Many of the products of these schools were sent to Universities overseas, especially to the USA, to do professional courses. With the current political climate of students 'discipline', the old concept is fading and these school are now just like any other government boarding school.

APPENDIX 4

[Arrangement of Sections]

4

ACT 30

PART IV

UNIVERSITY COLLEGES

Section

19. Prohibition on establishing University Colleges.
20. Incorporation and establishment of a University College.
21. Constitution of a University College.
22. Application of provisions of Part III to this Part.

PART V

GENERAL

23. Offence of establishing a University or University College.
24. Certain prohibitions in respect of "University" or "University College".
25. Existing Universities.
26. Exemption.
27. Repeal.

SCHEDULE.

LAWS OF MALAYSIA

Act 30

**UNIVERSITIES AND UNIVERSITY COLLEGES
ACT, 1971**

An Act to provide for the establishment, maintenance and administration of Universities and University Colleges and for other matters connected therewith.

[30th April, 1971.]

BE IT ENACTED by the Duli Yang Maha Mulia Seri Paduka Baginda Yang di-Pertuan Agong with the advice and consent of the Dewan Negara and Dewan Ra'ayat in Parliament assembled, and by the Authority of the same, as follows:

PART I

PRELIMINARY

1. This Act may be cited as the Universities and University Colleges Act, 1971. Short title.

2. In this Act—

Interpreta-
tion.

"Campus" in any context relating to a University or University College means the Campus of the University or University College;

"Chancellor" in any context relating to a University means the Chancellor of the University;

"Constitution" in any context relating to a University or a University College means the Constitution of the University or University College;

"Faculty" in any context relating to a University means the Faculty, school or institute of the University and in any context relating to the Campus of the University includes any part of the Faculty, school or institute designed to such campus;

"Higher Education" includes University and University College education;

"Higher Educational Institution" means any University or University College established under this Act;

"Minister" means the Minister responsible for Education;

"Pro-Chancellor" in any context relating to a University means a Pro-Chancellor of that University;

"Senate" in any context relating to a University means the Senate of that University;

"University Council" in any context relating to a University means the Council of the University constituted in accordance with the Constitution of the University;

"University" or "University College" means a higher educational institution having the status of a University or University College respectively;

"University or University College education" means the education provided by a University or University College;

"Vice-Chancellor" in any context relating to a University means the Vice-Chancellor of that University.

PART II

HIGHER EDUCATION

Responsi-
bility of
Minister.

3. The Minister shall, subject to the provisions of this Act, be responsible for the general direction of higher education and the administration of this Act.

Power of
Minister
to appoint
person or
body to
investigate.

4. For the purpose of enabling more effective discharge of the Minister's responsibility for higher education and the administration of this Act, the Minister may, from time to time, appoint any person or body to investigate into any of the activities or the administration of any higher educational institution and to report to him the result of such investigation with recommendations relating thereto.

PART III

UNIVERSITIES

Prohibition
on
establishing
Universities.

5. No higher educational institution with the status of a University shall be established except in accordance with the provisions of this Act.

UNIVERSITIES AND UNIVERSITY COLLEGES

7

6. (1) If, the Yang di-Pertuan Agong is satisfied that it is expedient in the national interest that a University should be established, he may by order—

Incorporation and establishment of a University.

(a) declare that there shall be established a higher educational institution having the status of a University, which shall be a body corporate, for the purpose of providing, promoting and developing higher education in all such branches of learning as shall be specified in the order;

(b) assign a name and style to that University; and

(c) specify the location of the site which shall be the seat of that University.

(2) An Order made under subsection (1) (hereinafter referred to as the "Incorporation Order") shall, at the next meeting of the House of Representatives, be laid on the table of the House and shall, at the expiration of ten days from being so laid or such extended period as the House of Representatives may by resolution direct, cease to have effect if and in so far as it is not confirmed by a resolution passed by the House of Representatives within the said ten days or, if such period has been extended, within such extended period.

7. (1) Upon the coming into force of the Incorporation Order made under section 6, a higher educational institution having the status of a University, with the name and style assigned to it by the Order, shall be deemed to have been established, and by which name the Chancellor, the Vice-Chancellor and the members for the time being of the University Council and the Senate shall be deemed to have been constituted a body corporate with perpetual succession and with full power and authority by and in such name—

Effect of Incorporation Order and general powers of a higher educational institution which is a University.

(a) to sue and be sued in all courts;

(b) to have and use a common seal and to alter the same at its pleasure;

(c) to purchase any immovable or movable property and to take, accept and hold any such property which may become vested in it by virtue of any such purchase or by any grant or donation, lease, testamentary disposition or otherwise;

(d) to sell, lease, exchange or otherwise dispose of any such property not inconsistent with any condition

or restriction as may be imposed by the Constitution; and

(e) to exercise, discharge and perform all such powers, duties and functions as may be conferred or imposed on the University by this Act or the Constitution.

(2) The powers conferred on a University by subsection (1) shall, unless otherwise expressly provided by this Act or the Constitution, be exercised by the University Council.

Constitution
of a
University.

8. (1) The Constitution of a University shall contain provisions for all the matters set out in the Schedule to this Act.

(2) If at any time the Constitution does not contain provisions set out in the Schedule to this Act, the University Council shall take such steps as may be necessary for giving effect to the provisions aforesaid or for removing the inconsistent provisions in the Constitution.

(3) Without prejudice to subsection (2), the Yang di-Pertuan Agong may, at any time, amend the Constitution so as to bring it into accord with the provisions of the Schedule to this Act.

(4) The provisions of the Constitution shall take effect from such date as may be appointed by the Yang di-Pertuan Agong and shall have the force of law within the Federation.

(5) Anything done or appointment made for and on behalf of the University prior to the date of the coming into force of the Constitution shall, on and after that date, be deemed to be made for by or on behalf of the University.

University
to keep
office as an
address for
service in
Federation.

9. (1) Every University shall keep and maintain an office situated within the Federation, which shall be its address for service for all writs, complaints, notices, pleadings, orders, summonses, warrants or other proceedings and written communications of all kinds.

(2) All writs, complaints, notices, pleadings, orders, summonses, warrants or other proceedings or other written communications shall, if left at the office kept and maintained under subsection (1), be deemed duly served upon or delivered to a University or such officer or authority to whom they may have been addressed, in all proceedings before any Court in the Federation.

10. Every University shall keep at the office mentioned in section 9 a copy of each current Statute, Act, Regulation or other documents required to be published under this Act or the Constitution, and shall keep the same available at all reasonable hours for inspection by the public and, where any books or copies of documents are, under this Act or the Constitution, required to be available for purchase by the public, such books or copies shall be kept available for purchase at such office or at some other place within the Federation as the University may think fit.

Copies of Statutes, etc., to be kept at office of University.

11. (1) Parliament may from time to time provide grants-in-aid to a University.

Grants-in-aid and accounts.

(2) All moneys paid to a University under subsection (1) shall be applied or expended by the University for all or any of the purposes of the University in accordance with the estimates approved under the provisions of the Constitution:

Provided that any such moneys appropriated to and not applied for the purposes of the annually recurrent expenditure of the University may, with the approval of the Minister, be applied to capital expenditure.

(3) A copy of the accounts of the University for each financial year shall be prepared and submitted for audit before 30th July immediately following the financial year; and the accounts together with the report of the auditor shall be submitted to the Minister.

(4) The Minister shall cause a copy of the audited accounts of the University to be laid on the table of the House of Representatives.

12. (1) The Yang di-Pertuan Agong may, by order published in the *Gazette* (hereinafter referred to as "a Campus Order")—

Establishment of Campus of a University.

- (a) establish a Campus of the University;
- (b) assign a suitable name or designation to the Campus;
- (c) specify the site or location of the Campus, being the site or location which shall be in addition to the Campus at the seat of the University;
- (d) assign a Faculty or Faculties to the Campus;
- (e) specify the department or departments of study comprised in such Faculty or Faculties; and

(f) prescribe such other matters as may be necessary or expedient for giving effect to the Campus Order.

(2) The Yang di-Pertuan Agong may at any time, amend, vary or revoke a Campus Order by a subsequent order published in the *Gazette*.

Acquisition
of land for
purposes
of the
University.

13. (1) When any immovable property, not being State land or reserved land or land vested in State or in the Federation or occupied or used by the Federation or a public authority for Federal purposes, is needed for the purposes of a University and cannot be acquired by agreement, such property may be acquired in accordance with the provisions of any written law relating to the acquisition of land for a public purpose for the time being in force in the State in which such property is situated, and any declaration required under any such written law that such land is so needed may be made notwithstanding that compensation is to be paid out of the funds of the University, and such declaration shall have effect as if it were a declaration that such land is needed for a public purpose made in accordance with such written law.

(2) Expenses and compensation in respect of any immovable property acquired under subsection (1) shall be paid by the University.

(3) All immovable property acquired under this section shall vest in the University, and an entry to that effect in the appropriate register shall be made by proper registering authority.

Exemption
from
estate duty.

14. No estate duty shall be payable in respect of the amount of any bequest to a University, and the value of the property passing on the death of a deceased shall be deemed not to include the amount of such bequest for the purpose of fixing the rate of estate duty.

Prohibition
on Students'
activities.

15. (1) No Students' Council, Faculty Students' organisation or any body or group of students of a University shall have any affiliation with, or shall do anything which can be construed as expressing support, sympathy or opposition to any political party or trade union established and registered under the law relating to the registration of societies or trade unions or to any unlawful group or body of individuals.

(2) No person while he is a student of the University shall be an office bearer in a political party or trade union

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established and registered under the law relating to registration of societies or trade unions.

(3) Any person who contravenes the provisions of subsection (1) or subsection (2) shall be guilty of an offence and shall be liable on conviction to a fine not exceeding one thousand dollars or six months' imprisonment or to both such fine and imprisonment.

16. If any Faculty Students' organisation, Students' Council or Students' body of a University conducts itself in a manner which the University Council considers detrimental or prejudicial to the well-being of a University, or violates any provision of this Act or rules or regulations made thereunder, the University Council may suspend or dissolve such organisation, Council or body.

Power of University Council in relation to Students' organisations.

17. The Constitution may establish a provident fund scheme for its employees and the following provisions shall apply to any such provident scheme—

Constitution to provide protection of benefits under provident fund scheme.

- (a) no assurance on the life of any contributor under any provident scheme and no moneys or other benefits received under such assurance or in any other manner under any such scheme shall be capable of being taken in execution or otherwise garnished, attached, sequestered or levied upon for or in respect of any debt or claim whatsoever against the contributor or his estate unless the University in its discretion shall have assigned such assurance, moneys or other benefits to the contributor for his absolute use and benefit or, in the case of his death, to his legal personal representative;
- (b) subject to any discretionary trusts or powers as to the application thereof vested by any Act or rules relating thereto in the University or other person administering the provident scheme, all moneys and benefits arising from any such provident scheme shall be deemed to be impressed with a trust in favour of the objects entitled thereto under the will or intestacy of any deceased contributor;
- (c) no donation or contribution to a fund established under a provident scheme or interest thereon shall be assignable or liable to be attached, sequestered or levied upon for or in respect of any debt or claim whatsoever other than a debt due to the University;

- (d) no such donation or contribution or interest shall be subject to the debts of the contributor, nor shall such donation, contribution or interest shall be subject to the debts of the contributor, nor shall such donation, contribution or interest pass to the Official Assignee on the bankruptcy of such contributor, but, if such contributor is adjudicated a bankrupt or is declared insolvent by judgement of the court, such donation or contribution or interest shall, subject to the provisions of this Act and of the Constitution and of any Act or rules relating thereto, be deemed to be impressed with a trust in favour of the persons entitled thereto on the death of the contributor;
- (e) the bankruptcy of a contributor shall not effect the making of deductions from the salary of the contributor in accordance with any Act or rules relating thereto, but such deductions shall continue to be made notwithstanding the provisions of any written law, and the portion of salary so deducted shall be deemed not to form part of his after-acquired property;
- (f) subject to the provisions of any Act or rules relating thereto, all moneys payable or paid out of any fund established under a provident scheme on the death of a contributor shall be deemed to be impressed with a trust in favour of the persons entitled thereto under the will or intestacy of such deceased contributor, or under a nomination in such form as may be prescribed under the scheme, but shall not be deemed to form part of his estate or be subject to the payment of his debts.

Transitional provisions.

18. The Yang di-Pertuan Agong may in respect of the Constitution provide such transitional provisions as he may deem necessary or expedient for the purpose of achieving the objects of the University.

PART IV

UNIVERSITY COLLEGES

Prohibition on establishing University Colleges.

19. No higher educational institution with the status of a University College shall be established except in accordance with the provisions of this Act.

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20. If, the Yang di-Pertuan Agong is satisfied that it is expedient in the national interest that a University College should be established, he may by order—

Incorporation and establishment of a University College.

- (a) declare that there shall be established a higher educational institution having the status of a University College, which shall be a body corporate for the purpose of providing, in accordance with the provisions of this Act and the Constitution of the University College, higher education in specified branches of learning;
- (b) assign a name to that University College; and
- (c) specify the location of the site which shall be the seat of that University College.

21. (1) The Yang di-Pertuan Agong may by regulations prescribe the Constitution of a University College.

Constitution of a University College.

(2) The Yang di-Pertuan Agong may at any time amend the Constitution of a University College.

(3) The provisions of the Constitution of a University College shall take effect from such date as may be appointed by the Yang di-Pertuan Agong and shall have the force of law within the Federation.

(4) Anything done or appointment made for and on behalf of the University College prior to the date of the coming into force of the Constitution shall, on and after that date, be deemed to be made for, by or on behalf of the University College.

22. The provisions of subsection (2) of section 6, sections 7, 9, 10, 11, 13, 14, 15, 16 and 17 applicable to a University established under this Act shall *mutatis mutandis* apply to a University College established or deemed to be established under this Act subject to the following modifications, that is to say—

Application of provisions of Part III to this Part.

- (a) reference to "University" shall be read as reference to "University College";
- (b) reference to "Chancellor" and "Vice-Chancellor" shall be read as reference to the appropriate authorities of the University College;
- (c) reference to "Pro-Chancellor" shall be deleted; and

- (d) such other modifications as may be necessary or expedient for giving effect to the provision of this section.

PART V

GENERAL

Offence of
establishing
a University
or
University
College.

23. (1) No person shall establish, form or promote or do anything or carry on any activities for the purpose of establishing or forming or promoting the establishment or formation of a University or University College otherwise than in accordance with the provisions of this Act.

(2) Any person who contravenes subsection (1) shall be guilty of an offence and shall on conviction be liable to a fine of ten thousand dollars or to imprisonment for a term of five years or to both.

Certain
prohibitions
in respect of
"University"
or
"University
College".

24. (1) No person shall establish, manage or maintain a higher educational institution with the status of "University" or "University College" unless it is a higher educational institution established in accordance with the provisions of this Act.

(2) No higher educational institution or person shall issue to or confer on any person any degree or diploma purporting to be degree or diploma issued or conferred by a University or University College unless the issue or conferment is in accordance with the provisions of this Act.

(3) Any person who contravenes subsection (1) or subsection (2) shall be guilty of an offence and shall on conviction be liable to a fine of five thousand dollars or to imprisonment for a term of three years or to both.

Existing
Universities.
44/61.

25. (1) The University of Malaya established under the University of Malaya Act, 1961, shall be deemed to be a University established under this Act.

44/61.

(2) The University of Malaya Act, 1961, shall, subject to the provisions of this Act, continue in force for the purpose of that University.

Exemption.

26. The Yang di-Pertuan Agong may, with respect to any university, by order exempt, vary or add to any of the provisions of the Schedule.

Repeal.

27. The Emergency (Essential Powers) Ordinance No. 74, 1971 is hereby repealed.

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SCHEDULE

(Section 8)

CONSTITUTION

1. This Constitution may be cited as the Constitution of the University of.....

Citation.

2. (1) In this Constitution, unless the context otherwise requires—

Interpretation.

"Act" means any Act made in accordance with this Constitution or any Statute;

"Authority" means any of the Authorities of the University referred to in section 12, and includes any Authority established by Statute;

"Chair" means the post of professor;

"Convocation" means a Convocation held in accordance with section 44;

"Council" means the Council of the University constituted in accordance with section 15;

"Court" means the Court of the University constituted in accordance with section 13;

"Faculty" means a Faculty established under section 18;

"Foundation Day" means the date on which the Incorporation Order made by the Yang di-Pertuan Agong under section 6 of the Universities and University Colleges Act, 1971 comes into force;

"Guild of Graduates" means the Guild constituted in accordance with section 22;

"Institution" means a department, school or other body established under section 18;

"Officer" means the Chancellor, a Pro-Chancellor, the Vice-Chancellor, the Deputy Vice-Chancellor, the Dean of a Faculty, the Registrar, the Bursar, the Librarian, or the holder or any office created by Statute;

"Senate" means the Senate of the University constituted in accordance with section 17;

"Statute" means any Statute made in accordance with this Constitution;

"Teacher" means a person appointed to be a teacher by the Council in accordance with this Constitution, and includes a Professor, Reader, Senior Lecturer, Lecturer and Assistant Lecturer;

"The University" means the University of.....

(2) References in this Constitution to a section are reference to a section of this Constitution.

PART I

THE UNIVERSITY

Establishing
of University
as body
corporate.

3. There is hereby established in accordance with the provisions of this Constitution, a University with the name and style of..... by which name and style the Chancellor, the Pro-Chancellors, the Vice-Chancellor, and the members for the time being of the Court, the Council and the Senate are hereby constituted a body corporate with perpetual succession, and with full power and authority under such name—

- (a) to sue and be sued in all courts;
- (b) to have and use a common seal and from time to time to break, change, alter and make anew such seal as it shall think fit;
- (c) for the purposes of this Constitution, and subject to the Statutes, Acts and Regulations to purchase any property, movable or immovable, and to take, accept and hold any such property which may become vested in it by virtue of any such purchase, or by any exchange, grant, donation, lease, testamentary disposition or otherwise;
- (d) to sell, mortgage, lease, exchange or otherwise dispose of any such property; and
- (e) to exercise and perform, in accordance with the provisions of this Constitution and of the Statutes, Acts and Regulations, all powers and duties conferred or imposed upon the University by such provisions.

Powers of
University.

4. (1) The University shall, subject to the provisions of this Constitution, have the following powers—

- (a) to provide courses of instruction, to hold examinations, to make provision for research, and to take such other steps as may appear necessary or desirable for the advancement and dissemination of knowledge;
- (b) to confer degrees and diplomas including external degrees and diplomas upon persons who have followed courses of study approved by the University and have satisfied such other requirements as may be prescribed by Act;
- (c) to recognize the degrees and diplomas of other institutions of higher learning, for the purpose of admission to the courses and examinations of the University and of the award of higher degrees on holders of such degrees or diplomas or on graduates of the University on such conditions as may be prescribed by Act;
- (d) to confer degrees upon teachers of the University who have satisfied such requirements as may be prescribed by Act;
- (e) to confer honorary degrees on persons who have contributed to the advancement or dissemination of knowledge or who have rendered distinguished public service;
- (f) to grant certificates to persons who have attained proficiency in any branch or branches of knowledge;

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- (g) to institute chairs, lectureships, and other posts and offices, and to make appointments thereto;
 - (h) to establish a University printing press and to publish books and other matter;
 - (i) to erect, equip and maintain libraries, laboratories, museums, lecture halls, halls of residence and all other buildings required for the purposes of the University, whether in the Federation or elsewhere;
 - (j) to institute and award fellowships, scholarships, exhibitions, bursaries, medals, prizes and other titles, distinctions, awards and other forms of assistance towards the advancement and dissemination of knowledge;
 - (k) to invest in land or securities (whether authorised as trustee investments or not) such funds as may be vested in it for the purpose of endowment, whether for general or special purposes, or such other funds as may not be immediately required for current expenditure, with power from time to time to vary any such investment and to deposit any moneys for the time being uninvested with any bank established in Malaysia either upon fixed deposit or upon current account;
 - (l) to enter into contracts, to appoint such staff and to establish such trusts, as may be required for the purposes of the University;
 - (m) to appoint, promote and discipline officers, teachers and staff of the University;
 - (n) to regulate the conditions of service of the staff of the University, including schemes of service, salary scales, leave and discipline;
 - (o) to establish pension or superannuation or provident fund schemes for the benefit of its employees, and to enter into arrangements with other organisations or persons for the establishment of such schemes;
 - (p) to regulate and provide for the residence of officers, teachers, staff and students of the University and the welfare and discipline of teachers, staff and students;
 - (q) to demand and receive such fees as may from time to time be prescribed by Act; and
 - (r) to do all such acts and things, whether or not incidental to the powers aforesaid as may be requisite in order to further instruction, research, finance, administration, welfare and discipline in the University.
- (2) If the Yang di-Pertuan Agong is satisfied, with a view to maintenance and promotion of the Federation's foreign relations, that it is necessary to confer an honorary degree upon a foreign dignitary, on the direction by the Yang di-Pertuan Agong the University shall confer such degree as stated in the direction.

3. Subject to the provision of Article 153 of the Federal Constitution, membership of the University, whether as an officer, teacher or student, shall be open to all persons irrespective of sex, race, religion, nationality or class; and no test of religious belief or profession shall be adopted

Distinctions
of race
and creed
prohibited.

or imposed in order to entitle any persons to be admitted to such membership or to be awarded any degree or diploma of the University, nor shall any fellowship, scholarships, exhibition, bursary, medal, prize or other distinction or award be limited to persons of any particular race, religion, nationality or class if the cost of the same is met from the general funds of the University.

The seal
of the
University.

1. (1) The common seal of the University shall be such seal as may be approved by the Chancellor on the recommendation of the Council and such seal may in like manner from time to time be broken, changed, altered and made anew.

(2) The common seal of the University shall be kept in the custody of the Vice-Chancellor.

(3) The common seal of the University shall not be affixed to any instrument except in the presence of—

(a) The Vice-Chancellor; and

(b) one other member of the Council,

who shall sign their names to the instrument in token of such presence; and such signature shall be sufficient evidence that such seal was duly and properly affixed and that the same is the lawful seal of the University.

(4) The seal of the University shall be officially and judicially noticed.

(5) Any document or instrument which (if executed by a person not being a body corporate) will not require to be under seal may in like manner be executed by the University provided that such document or instrument shall be executed on behalf of the University by an officer or any person generally or specially authorised by the Council on their behalf and provided further that the name of such officer or person so authorised is duly gazetted.

PART II

THE OFFICERS OF THE UNIVERSITY

The
Chancellor.

7. (1) There shall be a Chancellor who shall be the Head of the University and shall preside when present at—

(a) meetings of the Court;

(b) meetings of the Council; and

(c) any Convocation,

and shall have such other powers and perform such other duties as may be conferred or imposed upon him by this Constitution or any Statute, Act or Regulation.

(2) The Chancellor shall hold office for a period of seven years from the date of his appointment, or until he shall by writing under his hand addressed to the Council earlier resign his office, or until he shall be removed for good cause by the Court.

(3) The Chancellor shall be appointed by the Court on the nomination of the Council in accordance with such procedure as may be prescribed by Statute.

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(4) A person shall be eligible for reappointment to the office of Chancellor.

8. (1) The Chancellor may appoint such persons to be Pro-Chancellors as he may consider proper. The Pro-Chancellors.

(2) If for any reason the Chancellor is unable to exercise any of his functions under this Constitution or any Statute, Act or Regulation, he may authorise any of the Pro-Chancellors to exercise such functions on his behalf.

(3) Every Pro-Chancellor shall hold office during the pleasure of the Chancellor.

9. (1) There shall be a Vice-Chancellor who shall be appointed by the Council. The Vice-Chancellor and Deputy Vice-Chancellor.

(2) In making an appointment under subsection (1) the Council shall act on the advice of a Committee consisting of—

- (a) a Chairman appointed by the Chancellor;
- (b) two persons elected by the Council from among its own members;
- (c) two persons elected by the Senate from among its own members; and
- (d) non-voting assessors, not exceeding two in number (who need not be present at meetings of the Committee) appointed by the Council after consultation with the Senate.

(3) The Vice-Chancellor shall be the principal executive and academic officer of the University.

(4) It shall be the duty of the Vice-Chancellor to see that the provisions of this Constitution and the Statutes, Acts and Regulations are observed, and he shall have all such powers as may be necessary for this purpose and, in particular, to ensure that every Authority or committee keeps within its powers or terms of reference.

(5) The Vice-Chancellor shall, subject to the provisions of this Constitution, exercise general supervision over the arrangements for instruction, research, finance, administration, welfare and discipline in the University, and may exercise such other powers as may be conferred upon him by this Constitution and any Statute, Act or Regulation.

(6) The power of the Vice-Chancellor to exercise general supervision over welfare and discipline in the University shall include the power—

- (a) to suspend a member of the staff (academic or non-academic) from exercising his function or office for a period not exceeding two months or for such longer period as may be approved by the Council;
- (b) to suspend a student from the use of the University facilities for a period not exceeding an academic term or for such longer period as may be approved by the Council; and
- (c) to fine summarily a student not exceeding \$25. The moneys collected from the fine shall be used for the student welfare at the discretion of the Vice-Chancellor.

(7) The terms of office and other conditions of service of the Vice-Chancellor shall be determined by the Council, and shall be embodied in a contract under the seal of the University.

(8) There may be one or more than one Deputy Vice-Chancellor who shall be appointed by the Council after consultation with the Senate for such period as the Council after consultation with the Senate may determine, or as may be prescribed by Act.

(9) If for any substantial period the Vice-Chancellor is unable by reason of illness, leave of absence or any other cause to exercise any of the functions of his office, the Deputy Vice-Chancellor shall exercise such functions; and in the event of the absence or disability of the Deputy Vice-Chancellor the Council shall make such temporary arrangements as it may think fit for the exercise of such functions.

Registrar,
Bursar and
Librarian.

10. (1) There shall be a Registrar, a Bursar and a Librarian, who shall be whole-time officers of the University and shall have such powers and duties as may be prescribed by Statute.

(2) The Registrar, the Bursar and the Librarian shall be appointed by the Council on the advice of the Board of Selection.

(3) Subject to the provisions of this Constitution, the terms of office and other conditions of appointment of the Registrar, the Bursar and the Librarian shall be determined by the Council.

Other
officers.

11. The University may appoint such other officers or servants as may be prescribed by Statute.

PART III

THE UNIVERSITY AUTHORITIES

The
Authorities.

12. (1) The Authorities of the University shall be the Court, the Council, the Senate, the Faculties, the Institutions, the Boards of Studies, the Board of Selection, the Board of Student Welfare, and such other bodies as may be prescribed by Statute as Authorities of the University.

(2) Subject to the provisions of this Constitution, the composition, powers and procedure of the Authorities shall be prescribed by Statute.

The Court.

13. The Court shall consist of—

(a) the Chancellor;

(b) the Pro-Chancellors;

(c) the Vice-Chancellor;

(d) the Vice-Chancellors of all the Universities established in the Federation and the Vice-Chancellor of such other University, at the discretion of the University;

(e) the members for the time being of the Council;

(f) the members for the time being of the Senate;

(g) eight persons appointed by the Yang di-Pertuan Agong;

(h) one person appointed by each Ruler or Governor of a State;

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- ✓ (i) one or more persons appointed by the head of state of any country, at the discretion of the University;
- ✓ (j) such representatives of the Guild of Graduates as may be prescribed by Statute;
- (k) such representatives of the Federal and State Legislatures and local authorities as may be prescribed by Statute;
- (l) such representatives of organisations engaged in teaching or research, learned societies, hospitals and educational institutions as may be prescribed by Statute;
- (m) not more than thirty persons appointed by the Chancellor on the recommendation of the Vice-Chancellor being persons representative of professional, commercial, industrial, cultural and other organisations in the Federation; and
- (n) the President and the Secretary for the time being of the Students' Representative Council.

14. The Court shall, subject to the provisions of this Constitution, have power— Powers of the Court.

- (a) to receive an annual report on the University from the Vice-Chancellor;
- (b) to receive such special reports as the Council may submit to Court;
- (c) to receive the audited annual accounts of the University;
- (d) to pass such resolutions relating to any reports or accounts submitted to the Court as the Court may think fit;
- (e) to receive copies of all Statutes;
- (f) to pass such resolutions relating to any Statute received by the Court as the Court may think fit; and
- (g) to exercise such other functions as may be conferred on the Court by Statute.

15. (1) The Council shall consist of—

Council.

- (a) the Vice-Chancellor;
- (b) three persons appointed by the Yang di-Pertuan Agong;
- (c) two persons appointed by the Conference of Rulers;
- (d) one person appointed by the Ruler or Governor of the State in which the University is situated;
- (e) two persons appointed by the Chancellor;
- (f) two persons elected by the Court from among its own members;
- (g) one person (not being a Dean of a Faculty) elected by the Senate from among its own members in such manner as may be prescribed by Statute;
- (h) one Dean elected in rotation in such manner as may be prescribed by Statute; and
- (i) if and when a Guild of Graduates is established, two persons ordinarily resident in the Federation, elected by the Guild of Graduates from among its own members;

(2) Subject to subsection (4), the Council shall from time to time elect one of its members to be Chairman and one to be Deputy Chairman, and shall transact no business while the office of Chairman is vacant other than the election of a Chairman.

(3) During any absence of the Chairman from any sitting, the Deputy Chairman or, if he also is absent, subject to subsection (4) such other member as may be elected by the members present, shall sit as Chairman of the Council.

(4) No member of the Council who is a member of the staff or a student of the University shall be eligible for election or to sit as Chairman or Deputy Chairman of the Council:

Provided that if at any time there shall be no member of the Council so eligible or, although so eligible, willing to accept office or sit as Chairman or Deputy Chairman, then during any period of such ineligibility or unwillingness the provisions of this subsection shall cease to apply to the Council.

(5) The Chairman and Deputy Chairman shall vacate the chair on ceasing to be a member of the Council or on becoming disqualified for sitting as Chairman and Deputy Chairman.

(6) A Deputy Vice-Chancellor, if not a member of the Council under paragraph (g) or (h) of subsection (1) may attend meetings of the Council but shall have no vote.

Powers of
the Council.

16. The Council shall be the executive body of the University, and may exercise all the powers conferred on the University, save in so far as they are by this Constitution or the Statutes, Acts and Regulations conferred on some other Authority or body or on some officer of the University:

Provided that—

- (a) no resolution shall be passed by the Council relating to any matter within the powers of the Senate, unless the Senate has first been given the opportunity of recording and transmitting to the Council its opinion thereon;
- (b) no member of the Council who is a member of the academic staff (other than the Vice-Chancellor and a Dean) shall take part in the proceedings of the Council when it is holding discussions or making decisions on the appointment, promotion and other matters relating to the service of a member of the academic staff; and
- (c) no member of the Council who is a student shall take part in the proceedings of the Council when it is holding discussions or making decisions on the appointment, promotion and other matters relating to the service of a member of the academic staff and on the discipline of a student.

The Senate.

17. (1) The Senate shall consist of—

- (a) the Vice-Chancellor, who shall be Chairman;
- (b) the Deputy Vice-Chancellor;
- (c) the professors of the University; and

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(d) such other members of the academic staff not exceeding ten (of whom at least three shall be lecturers on the permanent establishment) appointed by the Chancellor.

(2) The Senate shall be the academic body of the University and, subject to the provisions of this Constitution, the Statutes, Acts and Regulations, shall have the control and general direction of instruction, research and examination, and the award of degrees, diplomas and certificates.

(3) In the performance of its duties, functions and responsibilities, the Senate may delegate any of its duties, functions and responsibilities to its members of a committee consisting of its members.

18. (1) The University shall be divided into such number and names of Faculties, Institutions and Schools as may be prescribed by Statute. The Faculties, Institutions and Schools.

(2) A Faculty, Institution or School shall be responsible to the Senate for the organisation of instruction in the subject of study within the purview of the Faculty, Institution or School, as the case may be, and may exercise such other functions as may be conferred on it by Statute, Act or Regulation.

(3) A Faculty shall elect from among its members a Dean and at least one Deputy Dean. The Dean shall be chairman of the Faculty and shall exercise such other functions as may be vested in him by Statute, Act, or Regulation; and if owing to his absence on leave or for any other reason the Dean is unable to perform the duties of his office, it shall be lawful for the Deputy Dean to perform such duties of the Dean for such time as such disability may continue.

(4) Subject to the provisions of any Statute, the Vice-Chancellor shall have power to appoint a person to be head of an Institution or School, and such head shall be styled by such title as may be prescribed by Statute, Act or Regulation; and if owing to absence on leave or for any other reason the head of an Institution or School is unable to perform his duties, the Vice-Chancellor may, except as otherwise provided by Statute, appoint any person to perform such duties for such time as such disability shall continue.

19. A Board of Studies may be appointed by the Senate for either of the following purposes— The Board of Studies.

(a) to deal with matters pertaining to one or more faculties or Institutions or Schools;

(b) to consider proposals referred to it by the Senate for the establishment of a new Faculty, Institution or School; and

in either case to report thereon to a Faculty or Faculties or to an Institution or Institutions or School or Schools or to the Senate as the case may require.

20. (1) There shall be a Board of Selection which, subject to any Statute, shall consist of— The Board of Selection.

(a) the Vice-Chancellor, who shall be chairman;

(b) two members of the Council appointed by the Council;

(c) the Dean or head of the Faculty, Institution or School or the Deans or heads of the Faculties, Institutions or Schools (if any) to which the Chair will be allocated; and

(d) two members of the Senate appointed by the Senate.

(2) Save as provided in subsection (3) the Board of Selection shall be convened and presided by the Vice-Chancellor.

(3) Whenever it is decided to fill an appointment other than that to a Chair, the Board of Selection convened for that purpose shall be presided by the Deputy Vice-Chancellor, or, in his absence, by a member elected by the members present at the meeting.

(4) Where the Deputy Vice-Chancellor is not a member of the Board of Selection, he shall for the purpose of the meeting in which he presides under subsection (3) and the decision made thereat, be deemed to be a member of the Board of Selection.

(5) The association of external experts with the making of appointments may be prescribed by Statute.

The Board
of Student
Welfare.

21. (1) There shall be established a Board of Student Welfare which shall consist of the Vice-Chancellor and such other persons as may be appointed by the Senate.

(2) The Board of Student Welfare shall have such powers as may be prescribed by Statute.

Guild of
Graduates.

22. (1) Subject to the approval of the Council, it shall be lawful for not less than thirty graduates of the University to form and establish an association to be known as the Guild of Graduates.

(2) The Guild of Graduates shall be governed and administered in accordance with its constitution and rules made by it and no such constitution and rules so made or any amendments thereto shall come into force unless and until approval thereof shall have first been obtained from the Council.

(3) Nothing in this section shall be construed as constituting the Guild of Graduates to be an Authority of the University or as conferring any power thereon to elect as its representatives to the Council persons who are for the time being employed by the University as members of its academic and non-academic staff.

Term of
office of
members of
Authorities.

23. (1) Except as may be prescribed by this Constitution or by any Statute, the term of office of a person elected or appointed to be a member of an Authority, otherwise than *ex-officio*, shall be three years:

Provided that—

(a) where the person is elected or appointed because he holds an office or is a member of some other Authority or body, he shall cease to be a member of the Authority if before the expiry of his term of office he ceases to hold such office or to be a member of such Authority or body; and

(b) a person who retires at the end of his term of office shall be eligible for re-election or reappointment if he is otherwise qualified.

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(2) Where a person is a member of an Authority *ex-officio*, a person appointed to act for him shall be a member of the Authority *ex-officio* so long as he is so acting and is otherwise qualified.

(3) The decisions of an Authority shall be valid notwithstanding any vacancy among its members.

24. (1) Subject to the provisions of this Constitution and to any Statutes, Acts or Regulations, a question at any meeting of any Authority shall be decided by a majority of the votes of the members present.

(2) The Chairman and every member shall have and may exercise one vote each, but in the event of an equality of votes the Chairman shall have and may exercise a second or casting vote.

PART IV

STATUTES, ACTS AND REGULATIONS

25. Subject to the provisions of this Constitution, Statutes may be made to deal with any or all of the following matters—

- (a) the powers and duties of the officers of the University;
- (b) the composition, powers, duties and procedure of the Authorities of the University;
- (c) the methods of appointment and the conditions of service of the officers and teachers of the University;
- (d) the determination of the degrees, diplomas and other academic distinctions to be conferred by the University;
- (e) the conditions of admission and of residence and the discipline and welfare of students;
- (f) the management of the library;
- (g) all other matters which under this Constitution may be regulated by Statute; and
- (h) matters incidental to or consequential upon any of the matters aforesaid.

26. (1) The Chancellor may, subject to the provisions of this section, make, revoke or amend any Statute.

(2) The proposal for the making of any new Statute or the revocation or amendment of any Statute, shall be prepared by the Council.

(3) A proposal for a new Statute, or of any amendment to a Statute, dealing with any of the following matters, that is to say—

- (a) the powers and duties of the Dean of a Faculty or the Head of an Institution or school;
- (b) the composition, powers, duties and procedure of the Senate, a Faculty, an Institution, a School, a Board of Studies, a Board of Selection, or the Board of Student Welfare;
- (c) the determination of degrees, diplomas, and other academic distinctions to be conferred by the University;

Procedure
on making,
amending
or revoking
statutes.

- (d) the methods of appointment and the conditions of service of teachers;
- (e) the conditions of residence and the welfare and discipline of students;
- (f) the management of the library; and
- (g) all other matters within the jurisdiction of all the Senate under this Constitution or any Statute,

shall not be submitted to the Chancellor until it has been referred to the Senate and the Senate has reported to the Council its observations thereon.

(4) Every Statute made under this section shall be laid on the table at the next meeting of the Court then following the making of such Statute.

27. Subject to the provisions of this Constitution and the Statute, Acts may be made for all or any of the following matters—

- (a) the principles governing the award of degrees, diplomas and other academic distinctions;
- (b) the number and scope of examinations;
- (c) the appointment, powers, duties, remuneration and conditions of service of examiners and the conduct of examinations;
- (d) the admission of students to the examinations, degree and diploma courses of the University and to residence in the University;
- (e) the methods of appointment and the conditions of service of persons in the employment of the University;
- (f) the establishment and regulation of pension, superannuation and provident fund schemes for the benefit of the employees of the University or any section of them;
- (g) the conditions of residence and the welfare and discipline of students;
- (h) the fees to be charged for courses of study, for residence, for admission to examination, for degrees and diplomas, and any other fees that may be levied by the University;
- (i) the management of the lecture halls, the laboratories, research institutes, halls of residence, and all branches of University activity not specifically provided for in this Constitution or by Statute;
- (j) the constitution, powers and duties of any Board, committee or other body not specifically provided for in this Constitution or by Statute;
- (k) all matters which by this Constitution or any Statute may be prescribed by Act; and
- (l) all matters within the powers of the University and not otherwise provided for by this Part of this Constitution.

Procedure
on making,
amending
or revoking
Acts.

28. (1) The Council may, subject to the provisions of this section, make, amend or revoke any Act.

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(2) The draft of any Act dealing with—

(a) any matter referred to in paragraphs (a), (b), (c), (d), (e) and (f) of section 27; or

(b) any matter within the jurisdiction of the Senate,

shall be proposed by the Senate; and the Council may approve the draft or refer it back to the Senate with observations or proposals for amendment, and no such Act shall be made until the Senate has agreed to its terms.

29. (1) The Court, the Council and the Senate may each make regulations for its own procedure. Regulations

(2) The Council may after consulting the Senate make regulations for the procedure of Boards of Selection.

(3) The Senate may make regulations for the procedure of a Faculty, Institution, School or Board of Studies, or of any other board or committee subject to the jurisdiction of the Senate.

(4) The Senate may make regulations prescribing courses of study or syllabuses of examinations.

(5) Regulations may be made by any Authority if it is so empowered by this Constitution, Statute or an Act.

30. (1) When any new Statute or Act is made, amended or revoked every such Statute, Act, amendment or revocation shall within one month after the same shall have been made or done be published in the *Gazette* and in such other manner as the Council may direct. Publications
of Statutes,
Acts and
Regulations.

(2) The Statutes, Acts and Regulations of the University as amended from time to time shall be published in book form at such intervals as the Council may direct, and copies shall be made available for purchase at a reasonable price by members of the public.

(3) Nothing in this section shall apply to—

(a) any Act or Regulation containing only instructions to examiners or invigilators; or

(b) any Act or Regulation which the Council resolves not to publish.

31. In the event of—

(a) any Statute being inconsistent with the provisions of this Constitution; or Constitution,
Inconsistencies
between the
Statutes, etc.

(b) any Act being inconsistent with the provisions of this Constitution or any Statute; or

(c) any regulation being inconsistent with the provisions of this Constitution or any Statute or Act,

then the provisions of the Constitution, Statute or Act, as the case may be, shall prevail, and such Statute, Act or Regulations, as the case may be, shall to the extent of the inconsistency be void.

PART V

FINANCIAL PROVISIONS

- | | |
|---|--|
| Standing Finance Committee. | 32. The Council shall appoint a Standing Finance Committee for regulating and controlling the finances of the University. |
| Preparation of Estimates. | 33. It shall be the duty of such officer or officers of the University as may be prescribed by Statute to prepare for the consideration of the Vice-Chancellor the estimates of income and expenditure of the University for each financial year. |
| Financial year. | 34. (1) For the purposes of this Part the financial year shall be the calendar year or such other period as the Council may determine.

(2) The accounts of the Council shall, as soon as may be, be balanced for the preceding financial year and an annual statement or abstract thereof shall be prepared.

(3) The annual statement or abstract referred to in subsection (2) shall be prepared in such form and shall contain such information as the Council may from time to time direct. |
| Annual Estimates. | 35. (1) The Council shall, not less than four months before the end of the financial year, approve detailed estimates of revenue and expenditure of the University for the next financial year and present such estimates, together with the comments of the Council thereon, to the Minister.

(2) Before the date fixed for the meeting of the Council for the purpose of approving such estimates the Standing Finance Committee shall prepare draft estimates for submission to the Council, and the copy of such estimates shall be delivered to each member of the Council not less than seven days before the date fixed for such meeting.

(3) The Council may, subject to the provisions of subsection (1), in its discretion approve, modify or reject all or any of the items appearing in such draft estimates or refer any item back to the Standing Finance Committee for its consideration or add any item thereto. |
| Supplementary Estimates. | 36. Where additional financial provision is required in any year the Council may from time to time approve supplementary estimates for the purpose of showing the sources from which any additional expenditure incurred by it may be met. |
| No expenditure to be incurred unless included in the Estimates. | 37. (1) The Council shall not incur any expenditure which has not been included in any approved estimates:

Provided that subject to the provisions of this Constitution the Council may transfer all or any part of the moneys assigned—
(a) to one item of annually recurrent expenditure to another item of annually recurrent expenditure;
(b) to one item of capital expenditure to another item of capital expenditure. |

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(2) The provisions of subsection (1) shall not apply to—

- (a) moneys deposited with the University by any person, wherever by the conditions of such deposit any such sum has become repayable;
- (b) moneys collected and credited to the Funds of the University in error;
- (c) moneys payable by the University under any judgment or order of court;
- (d) moneys expended by the University in instituting or defending legal proceedings; and
- (e) expenditure arising out of any property or moneys referred to in section 39.

38. The annual and supplementary estimates shall be prepared in such form and shall contain such information as the Council may direct, and shall show in separate parts the annually recurrent expenditure and the capital expenditure of the University.

Form of
Estimates.

39. (1) The Council may on behalf of the University accept by way of grant, gift, testamentary disposition or otherwise, property and moneys in aid of the finances of the University on such conditions as it may determine.

Power of
the Council
to accept
gifts.

(2) Registers shall be kept of all donations to the University including the names of donors to the University and any special conditions on which any donation may have been given.

40. All property, moneys or funds given for any specific purposes shall be applied and administered in accordance with the purposes for which they may have been given and shall be separately accounted for.

Property
given for
specific
purposes
to be
separately
accounted
for.

41. Any contract involving the expenditure by the University of more than five thousand dollars shall be in writing, signed on behalf of the University by a person acting under the express or implied authority of the University:

Form of
contracts.

Provided that any contract (other than a contract referred to in subsection (3) of section 45) involving expenditure by the University of more than ten thousand dollars, and any contract which if made between private persons would be required by law to be under seal shall be executed by affixing thereto the common seal of the University.

42. No dividend or bonus shall be paid and no gift or division of money shall be made by or on behalf of the University to or among any of its members except by way of prize, reward or special grant or under any provident scheme.

Dividends
prohibited.

43. (1) The accounts of the University shall be audited annually by auditors appointed by the Council.

Audits.

(2) The audited accounts, with any observation made thereon by the auditors, shall be presented to the Court at its next meeting.

PART VI

GENERAL PROVISIONS

- Convocation. 44. (1) A Convocation for the conferment of degrees shall be held annually, or as often as the Chancellor may direct, on such date as may be approved by the Chancellor.
- (2) In the absence of the Chancellor or of a Pro-Chancellor, authorised for this purpose by the Chancellor, the Vice-Chancellor shall preside over Convocation.
- (3) The procedure of Convocation shall be prescribed by Act, but no such Act shall be made until the Chancellor has been consulted about its terms.
- Appointments of teachers and employees. 45. (1) All persons employed or to be employed by the University as teachers, the Registrar, the Bursar or the Librarian, shall be appointed as such by the Council on the advice of the Board of Selection.
- (2) All persons employed or to be employed by the University other than those mentioned in subsection (1) shall, subject to any Act, be appointed by the Council.
- (3) Every person employed by the University shall hold office on such terms and conditions as may be prescribed by the Council and the terms and conditions to be so prescribed shall be deemed to include a provision—
- (a) in relation to teaching, examining, invigilating and other similar duties, that his employment is subject to the provisions of this Constitution and to the provisions of all Statutes, Acts and Regulations as from time to time amended; and
- (b) in relation to all other terms and conditions of service that his employment is subject to the provisions of this Constitution and to the provisions of all Statute, Acts and Regulations in force on the date of the commencement of his employment.
- (4) Nothing in this section shall prevent the Council from entering into a special contractual arrangement with a person to be so employed by the University if it is in the opinion of the Council expedient so to do. /
- Royal Professors. 46. (1) Notwithstanding the provisions of section 20 and 45, the Yang di-Pertuan Agong may, after consultation with the Chancellor, from time to time appoint persons of exceptional academic distinction to be professors of the University:
- Provided that the number of persons so appointed shall not at any time exceed three in number.
- (2) Any person appointed under subsection (1) shall be known as a Royal Professor and—
- (a) shall hold office upon such terms and conditions as the Chancellor with the approval of the Yang di-Pertuan Agong may deem appropriate; and
- (b) subject to the terms of his appointment and to any direction by the Chancellor, shall have all the powers and perform all the duties conferred or imposed upon professors by this Constitution, and any Statute, Act and Regulation made thereunder.

UNIVERSITIES AND UNIVERSITY COLLEGES

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47. A student shall not be admitted to the University to a course of study for a degree unless he (hereinafter in this Part referred to as a "matriculated student") shall have satisfied such requirements as may be prescribed by Act: Admission of Students.

Provided that, except with the agreement of the Minister, students who have been awarded Federal or State scholarships, loans or other similar financial assistance from public funds for University degree courses, shall not be refused admission if they satisfy such requirements.

48. (1) There is hereby established a body to be known as the University of Students' Representative Council (hereinafter referred to as "the SRC") consisting of all matriculated students of the University who have not been conferred a degree. The students' Representative Council.

(2) Subject to subsection (3), the Constitution of the SRC and any amendment or revocation thereof shall be approved by the Council or by such other authority as may be authorised for this purpose by Statute and shall have no effect until so approved.

(3) Nothing in this section shall empower the Council or the authority referred to in subsection (2) to approve the Constitution of the SRC or any amendment thereof where the Constitution does not contain the provisions of the following subsections.

(4) The SRC shall have a President, a Vice-President, a Secretary and a Treasurer, who shall be its office bearers.

(5) Except as provided in subsection (6) every member of the SRC shall be eligible to be elected to hold office in the SRC.

(6) No graduand shall be eligible to be elected to hold office in the SRC, but if a member of the SRC who is holding office therein has become a graduand he may continue to hold the office until a degree shall have in fact been conferred upon him. For the purpose of this section a "graduand" means a matriculated student who has passed the final examination held by the University for his course of studies but has not yet been conferred a degree.

(7) Nothing in this section shall preclude any graduate, who is a registered student, from becoming an associate member of the SRC.

(8) The objects and functions of the SRC shall be--

- (a) to foster a spirit of corporate life among the students of the University;
- (b) to organize and supervise, subject to the direction of the Vice-Chancellor, student welfare facilities in the University including recreational facilities, spiritual and religious activities, and the supply of meals and refreshments;
- (c) to make representations to the Vice-Chancellor on all matters relating to, or connected with, the living and working conditions of the students of the University;
- (d) to be represented on any body which may in accordance with an Act made by the Council for the purpose, be appointed to undertake student welfare activities in the University;

- (e) to assist the University authorities to maintain discipline among students;
- (f) to represent students who are accused in disciplinary inquiries; and
- (g) to undertake such other activities as may be determined by the Council from time to time.

(9) The fund of the SRC shall consist of subscriptions paid by members and donations received from persons or organisations approved by the Council. The said fund shall not be expended except only for the objects stated in subsection (10) and approved by the resolution passed by the SRC in accordance with its Constitution; and no payment shall be made unless the particulars requiring payment shall (except where from the nature of the case a receipt is not obtainable) be vouched for by a bill stating the particulars and by a receipt.

(10) The fund of the SRC may be expended for payment of administrative costs of the SRC including audit of its accounts and for any payment connected with or arising out of the carrying out by the SRC of any of the objects specified in subsection (8):

Provided that nothing herein contained shall entitle the SRC or any office bearer thereof to apply the fund of the SRC either directly or indirectly for the promotion of the objects of a political party or a trade union body or for the promotion of the objects of any organization to which it is not affiliated.

(11) The Treasurer shall keep proper accounts of income and expenditure of the fund of the SRC and not later than three months after the end of every financial year as defined by the Constitution of the SRC a copy of the said accounts which shall be audited by a person appointed by the Council and remunerated by the SRC shall be submitted by the SRC for approval to the Council.

(12) The SRC shall hold meetings from time to time as it may deem necessary and it shall be the duty of the Secretary to keep minutes of every meeting of the SRC and such minutes shall be confirmed at a subsequent meeting.

Establishment
of other
student
bodies.

49. (1) Notwithstanding section 48, it shall be lawful for not less than ten students, subjects to the following subsections and the approval of the Council, to establish a body (hereinafter referred to as "a student body") consisting of students of the University for the promotion of a specific object or interest within the University.

(2) The provisions of section 48 shall *mutatis mutandis* apply to a student body established under this section as they apply to the SRC:

Provided that nothing in this section or section 48 shall prevent the SRC from giving such contributions or grants as it may deem necessary.

No affiliation
with bodies
outside the
University.

50. The SRC and a student body established under section 49 shall have no affiliation with any political party or a trade union body or other organisation registered or incorporated under any written law in force relating thereto:

Provided that—

- (a) the Council may permit the SRC or any student body established under section 49 to affiliate with another student body registered under any law relating to the registration of societies; and

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- (b) the Minister may permit the SRC or any student body established under section 49 to affiliate with any international student body.

51. If the SRC or a student body established under section 49 conducts itself in a manner which in the opinion of the Council is detrimental or prejudicial to the well-being or reputation of the University or acts in contravention of the Constitution of the University or its own Constitution, or any Statute, Act or Regulation of the University, the Council may suspend or dissolve the SRC or the said student body, as the case may be; and without prejudice to any liability that may arise under any other written law in force, every officer bearer of the SRC or the said student body, as the case may be, shall be liable to dismissal from the University or to any other disciplinary punishment that may be inflicted upon him.

Acts which
violate the
Constitution
of the SRC
or a student
body.

52. (1) Where by the provisions of this Constitution or any Statute, Act or Regulation any officer or authority is empowered to exercise any power or perform any duty, such officer or authority may by instrument in writing subject to the provisions of this section and to such conditions and restrictions as may be prescribed in such instrument, delegate the exercise of such powers or the performance of such duties to any authority or to any committee or to any person described therein by name or office.

Powers of
delegation.

(2) A delegation under this section may be revoked at any time by the officer or authority making such delegation.

(3) No delegation of any power or duty under this section shall affect the exercise of such power or the performance of such duty by the officer or Authority making such delegation.

(4) Nothing in this section shall apply to any power to make or approve Statutes, Acts or Regulations.

53. If any member of an Authority, or any graduate of the University, or any person who has received a diploma or other academic distinction from the University, is convicted by a court of law of any heinous offence whether within or without the Federation, or is in the opinion of the Council guilty of scandalous conduct, it shall be lawful for the Chancellor, on the recommendation of not less than two-thirds of all the members of the Council—

Deprivation
of degree,
etc., on
grounds of
misconduct.

(a) to remove him from membership of the Authority; or

(b) to deprive him of any degree, diploma or other academic distinction conferred upon him by the University.

54. If any question arises whether any person has been duly elected, appointed, nominated or co-opted to membership, or is entitled to be or to remain a member of any Authority or other body in the University, the question shall be referred to the Chancellor, whose decision thereon shall be final.

Disputes as
to election,
determined
by the
Chancellor.

Amendment
of certain
provisions
of the
Constitution.

55. (1) The Yang di-Pertuan Agong may, at the request of the Council submitted through the Chancellor, by order amend any of the following provisions of the Constitutions—

(a) section 13 (the Court);

(b) section 15 (the Council);

(c) section 32 to 38 (Standing Finance Committee, Preparation of Estimates, Financial Period, Estimates, Supplementary Estimates, incurring of expenditure and Form of Estimates);

(d) the proviso to subsection (1) of section 46 (the number of royal professors);

and may by such order make any further amendments incidental to or consequential upon the exercise of such power of amendment.

(2) A copy of every order made under subsection (1) shall be published in the *Gazette* and laid before Parliament as soon as possible after it has been made.

UNIVERSITIES AND UNIVERSITY COLLEGES ACT, 1971

(Section 6)

UNIVERSITI PERTANIAN MALAYSIA (INCORPORATION) ORDER, 1971

WHEREAS section 6 of the Universities and University Colleges Act, 1971 provides that the Yang di-Pertuan Agong, may, if he is satisfied that it is expedient in the national interest that a University should be established, by order establish the University in accordance with subsection (1) of that section:

Act 30.

AND WHEREAS the Yang di-Pertuan Agong is satisfied that a University should be established;

NOW THEREFORE by virtue of the powers conferred upon him by section 6 (1) of the Act, the Yang di-Pertuan Agong hereby makes the following order:

1. This order may be cited as the Universiti Pertanian Malaysia (Incorporation) Order, 1971.

Citation.

2. (a) There shall be a higher educational institution having the status of a University, which shall be a body corporate, for the purpose of providing, promoting and developing, higher education in the fields of Agriculture, Forestry, Veterinary Science, Natural Sciences, Engineering Sciences, Technology, Social Sciences, Humanities and Education as well as to provide for research and the accumulation and advancement of knowledge and the dissemination of such knowledge in the aforesaid fields of study:

Incorporation.

(b) The aforesaid higher educational institution shall be known by the name and style "Universiti Pertanian Malaysia"; and

(c) The site of the aforesaid Universiti Pertanian Malaysia (which shall be the seats of the University) shall be located at lot Nos. 3261, 290, 1698, 2580, 5379, GN. 2399 and AA/5/63 in the Mukim of Petaling, in the District of Kuala Lumpur, in the State of Selangor and at lot Nos. 6306, 5664, 5269, 5270, 7128 and 7407 in the Mukim of Kajang, in the District of Ulu Langat, in the State of Selangor.

Made this 4th day of October, 1971.

[K.P. Sulit 10030 Jld. II; PN. (PU².)75.]

By Command,

HUSSEIN ONN,
Minister of Education

UNIVERSITIES AND UNIVERSITY COLLEGES ACT 1971

(Section 8)

CONSTITUTION OF THE UNIVERSITY AGRICULTURE MALAYSIA

P.U.(A) 387/71. IN pursuance of the powers conferred by section 8 of the Universities and University Colleges Act 1971, the Yang di-Pertuan Agong has appointed the 1st day of January 1977 as the date on which the provisions of the Constitution of the University Agriculture Malaysia established under the Universiti Pertanian Malaysia (Incorporation) Order 1971, as specified in the Schedule to the Act as exempted, varied or added by virtue of section 26 of the Universities and University Colleges Act 1971, shall be deemed to have effect.

Transitional
provision to
cease to have
effect.

P.U.(A) 407/71

The Transitional Provisions as provided for by the Yang di-Pertuan Agong pursuant to section 18 of the Universities and University Colleges Act 1971, with respect to the University vide P.U. (A) 407/71 shall cease to have effect.

Citation.

1. This Constitution may be cited as the Constitution of the University Agriculture Malaysia.

Interpretation.

2. (1) In this Constitution, unless the context otherwise requires —

"Act" means any Act made in accordance with this constitution or any Statute;

"Faculty" means a Faculty established under section 18;

"Teacher" means a person appointed to be a teacher by the Council in accordance with this Constitution, and includes a Professor, Reader, Associate Professor, Lecturer and Assistant Lecturer;

"Foundation Day" means the 4th day of October 1971, the date on which the Incorporation Order made by the Yang di-Pertuan Agong under section 6 of the Universities and University Colleges Act 1971 comes into force;

"Court" means the Court of the University constituted in accordance with section 13;

"Convocation" means a Convocation held in accordance with section 44;

"Council" means the Council of the University constituted in accordance with section 15;

"Officer" means the Chancellor, Pro-Chancellor, the Vice-Chancellor, the Deputy Vice-Chancellor, the Dean of a Faculty, the Registrar, the Bursar, the Chief Librarian, the Director of Farms, or the holder of any office created by Statute;

"Regulation" means any regulation made by any Authority or officer or other body of the University in accordance with the provisions of this Constitution of any Statute or Act;

"Guild of Graduates" means the Guild constituted in accordance with section 22;

"Authority" means any of the Authorities of the University referred to in section 12, and includes any Authority established by Statute;

"Centre" means a Centre established under section 18;

"Senate" means the Senate of the University constituted in accordance with section 17;

"Statute" means any Statute made in accordance with this Constitution;

"The University" means Universiti Pertanian Malaysia;

"Institution" means a department or other body established under section 18.

(2) References in this Constitution to a section are reference to a section of this Constitution.

PART 1

THE UNIVERSITY

3. There is hereby established in accordance with the provisions of this Constitution, a University with the name and style of "Universiti Pertanian Malaysia" by which name and style the Chancellor, the Pro-Chancellors, the Vice-Chancellor, and the members for the time being of the Court, the Council and the Senate are hereby constituted a body corporate with perpetual succession, and with full power and authority under such name—

Establishing
of Univer-
sity as body
corporate.

- (a) to sue and be sued in all courts;
- (b) to have and use a common seal and from time to time to break, change, alter and make anew such seal as it shall think fit;
- (c) for the purposes of this Constitution, and subject to the Statutes, Acts and Regulations to purchase any property, movable or immovable, and to take, accept and hold any such property which may become vested in it by virtue of any such purchase, or by any exchange, grant, donation, lease, testamentary disposition or otherwise;
- (d) to sell, mortgage, lease, exchange or otherwise dispose of any such property; and
- (e) to exercise and perform, in accordance with the provisions of this Constitution and of the Statutes, Acts and Regulations, all powers and duties conferred or imposed upon the University by such provisions.

4. (1) The University shall, subject to the provisions of this Constitution, have the following powers—

Powers of
University

- (a) to provide courses of instruction, to hold examinations, to make provision for research, and to take such other steps as may appear necessary or desirable for the advancement and dissemination of knowledge;
- (b) to confer degrees and diplomas including external degrees and diplomas upon persons who have followed courses of study approved by the University and have satisfied such other requirements as may be prescribed by Act;
- (c) to recognize the degrees and diplomas of other institutions of higher learning, for the purpose of admission to the courses and examinations of the University and of the award of higher degrees on holders of such degrees or diplomas or on graduates of the University on such conditions as may be prescribed by Act;
- (d) to confer degrees upon teachers of the University who have satisfied such requirements as may be prescribed by Act;
- (e) to confer honorary degrees on persons who have contributed to the advancement or dissemination of knowledge or who have rendered distinguished public service;
- (f) to grant certificates to persons who have attained proficiency in any branch or branches of knowledge;
- (g) to institute professorships, lectureships, and other posts and offices, and to make appointments thereto;
- (h) to establish a University printing press and to publish books and other matter;
- (i) to erect, equip and maintain libraries, laboratories, museums, lecture halls, halls of residence and all other buildings required for the purposes of the University, whether in the Federation or elsewhere;
- (j) to institute and award fellowships, scholarships, exhibitions, bursaries, medals, prizes and other titles, distinctions, awards and other forms of assistance towards the advancement and dissemination of knowledge;
- (k) to invest in land or securities (whether authorised as trustee investment or not) such funds as may be vested in it for the purposes of endowment, whether for general or special purposes, or such other funds as may not be immediately required for current expenditure, with power from time to time to vary any such investment and to deposit any moneys for the time being uninvested with any bank established in Malaysia either upon fixed deposit or upon current account;
- (l) to enter into contracts, to appoint such staff and to establish such trusts, as may be required for the purposes of the University;

- (m) to appoint, promote and discipline officers, teachers and staff of the University;
- (n) to regulate the conditions of service of the staff of the University, including schemes of service, salary scales, leave and discipline;
- (o) to establish pension or superannuation or provident fund schemes for the benefit of its employees, and to enter into arrangements with other organisations or persons for the establishment of such schemes;
- (p) to regulate and provide for the residence of officers, teachers, staff and students of the University and the welfare and discipline of teachers, staff and students;
- (q) to demand and receive such fees as may from time to time be prescribed by Act; and
- (r) to do all such acts and things, whether or not incidental to the powers aforesaid as may be requisite in order to further instruction, research, finance, administration, welfare and discipline in the University.

(2) If the Yang di-Pertuan Agong is satisfied, with a view to maintenance and promotion of the Federation's foreign relations, that it is necessary to confer an honorary degree upon a foreign dignitary, on the direction by the Yang di-Pertuan Agong the University shall confer such degree as stated in the direction.

5. Subject to the provision of Article 153 of the Federal Constitution, membership of the University, whether as an officer, teacher or student, shall be open to all persons irrespective of sex, race, religion, nationality or class; and no test of religious belief or profession shall be adopted or imposed in order to entitle any persons to be admitted to such membership or to be awarded any degree or diploma of the University, nor shall any fellowship, scholarship, exhibition, bursary, medal, prize or other distinction or award be limited to persons of any particular race, religion, nationality or class if the cost of the same is met from the general funds of the University.

Distinctions
of race and
creed prohib-
ited.

6. (1) The common seal of the University shall be such seal as may be approved by the Chancellor on the recommendation of the Council and such seal may in like manner from time to time be broken, changed, altered and made anew.

The seal of
the University.

(2) The common seal of the University shall be kept in the custody of the Vice-Chancellor.

(3) The common seal of the University shall not be affixed to any instrument other than a degree, diploma or certificate except in the presence of —

- (a) The Vice-Chancellor; and
- (b) one other member of the Council,

who shall sign their names to the instrument in token of such presence; and such signature shall be sufficient evidence that such seal was duly and properly affixed and that the same is the lawful seal of the University.

(4) The common seal of the University shall be affixed to a degree, diploma or certificate in the presence of—

- (a) The Vice-Chancellor; and
- (b) the Registrar,

who shall sign their names to the instrument in token of such presence, and such signature shall be sufficient evidence that such seal was duly and properly affixed and that the same is the lawful seal of the University.

(5) The seal of the University shall be officially and judicially noticed.

(6) Any document or instrument which (if executed by a person not being a body corporate) will not require to be under seal may in like manner be executed by the University provided that such document or instrument shall be executed on behalf of the University by an officer or any person generally or a specially authorised by the Council on their behalf and provided further that the name of such officer or person so authorised is duly gazetted.

PART II

THE OFFICERS OF THE UNIVERSITY

Chancellor. 7 (1) There shall be a Chancellor who shall be the Head of the University and shall preside when present at—

- (a) meetings of the Court;
- (b) meetings of the Council; and
- (c) any Convocation,

and shall have such other powers and perform such other duties as may be conferred or imposed upon him by this Constitution or any Statute, Act or Regulation.

(2) The Chancellor shall be appointed by the Yang di-Pertuan Agong for such period, not exceeding seven years, as may be specified by the Yang di-Pertuan Agong.

(3) The Chancellor may be writing under his hand addressed to the Yang di-Pertuan Agong resign his office, or he may be removed by the Yang di-Pertuan Agong.

(4) A person shall be eligible for reappointment to the office of Chancellor.

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