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David Lim  
dlim@vtc.edu.hk

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# The Role of the University in Development Planning in Malaysia

DAVID LIM

One of the crucial constraints to growth in less developed countries is the shortage of human capital. It is widely believed that universities in these countries, if properly organised and administered, can do much to alleviate this problem, and that the lack of planning expertise in the public sector, which results in the formulation of inconsistent and unrealistic plans, can be solved partly by the active participation of academics in government research and consultation. It is also said that deficient entrepreneurial, managerial and technological skills in the private sector, which delay the implementation of development programmes, can be overcome to a certain extent by offering appropriate university courses. The aim of this paper is to examine the claim that universities can contribute significantly towards development planning in the three areas of teaching, research and consultation. The situation in Malaysia is taken as a case study.

## Formulating Effective Development Plans

Malaysia has a very complex multi-racial society and the effective formulation and implementation of development plans require planners who are not only skilful and flexible technologists but who also are aware of the main social, psychological and political constraints to, economic development. Technological competence does not mean only mastery of the latest mathematical and statistical planning techniques as taught in the leading Western universities. The setting of targets and the use of sophisticated tests for consistency and efficiency, though important, are not the only criteria for the formulation of effective development plans. It is also necessary to know what model to use and to possess a thorough understanding of the objectives and assumptions of the model, as well as the planning objectives and structural characteristics of Malaysia.

Planners who have a total view of the development process are also needed because development plans cannot be formulated and carried out within a political vacuum. As Professor W. Arthur Lewis has commented, the secret of successful planning lies not in technical virtuosity but rather in sensible politics and good public administration<sup>1</sup> The observation that technology is subsidiary to policy has special relevance to a country such as Malaysia where issues of race dominate the political and economic environment.<sup>2</sup>

It would be naive to believe that universities can necessarily instil these two essential attributes of effective planning fully into their students. As far as the first requirement is concerned all that can reasonably be expected is that universities provide planning courses which equip the students technically while making them aware that mathematical and statistical models of planning are only a means and not an end in themselves. Graduates with a deep understanding of the political climate, a proper historical perspective and an imaginative spirit cannot be produced simply by the introduction of courses on political science, history, sociology and psychology. In many cases imposing such disciplines on development planners simply leads to the reproduction of the political and academic clichés of the day. However, exposure to such disciplines need not necessarily be more harmful than a narrow technological education: it is merely a case of the universities being able to provide only a part of the mental and technological requirements of effective development planning.

## The Influence of Western Models

Universities in Malaysia<sup>3</sup> have not been able to fulfil even this limited role satisfactorily. The wholesale adoption of the aggregate Harrod-Domar model in the development plans of Malaysia<sup>4</sup> is a classic example of the indiscriminate application of Western models of planning to less developed countries. These development plans were formulated by government economists, trained in American, British and Australian universities, with the generous assistance of economists seconded from the Development Advisory Service (DAS) of Harvard University. The "capital-centred" approach which is so prevalent in Western literature on economic growth was consciously or unconsciously transplanted without much concession to reality. The logical consistency of the Harrod-Domar model itself is undeniable, but the implicit assumption that the shortage of capital is the crucial constraint to growth is not valid within the Malaysian context.<sup>5</sup>

Malaysia has a large foreign trade sector so that its economic performance is determined largely by exogenous factors, but this important structural characteristic of the economy is not justly treated in the planning model used. The capital requirements for a target income growth are determined, under the Harrod-Domar model, on the basis of a given incremental capital output ratio. However, Malaysia is undergoing rapid technological and social change so that the marginal productivity of capital cannot be assumed to remain constant. It should therefore come as no surprise that many of the predictions contained in the Malaysian plans have turned out to be very inaccurate.

### Shortcomings of Syllabi

Until recently, universities in Malaysia failed to provide a compensatory force to the preference of government economists for models oriented towards capital. For instance, until 1970 the main emphasis of the courses offered by the Faculty of Economics and Administration (FEA) of the University of Malaya on economic development and planning was on the role of capital in economic development; a detailed examination of the contents of these courses suggests that the lecturers concerned were only interested in reproducing what they had learned or had been "forced" to learn in Western universities.<sup>6</sup> As the FEA is the most important supplier of economists for both the government and the private sectors, the initial bias for models such as the Harrod-Dornar has been maintained. Thus for a long time the Malaysian universities did not even provide the necessary conditions for training effective development planners.

At the same time, the combinations of course for students wanting to specialise in development and planning leave much to be desired. There is a tendency to introduce subjects oriented towards development prematurely. Students can choose to take courses such as economic development, planning or agricultural marketing without having first acquired the basic economic, mathematical and statistical background. Some combinations of course available at the FEA, the country's oldest, largest and leading economics faculty, are unsatisfactory.

The FEA has seven divisions: accounting, public administration, business administration, statistics, applied economics, analytical economics and rural development. Only the last three divisions can be said to produce graduates in economics, though the FEA grants the Bachelor or Economics degree to all its graduates, and courses on economic principles, Malaysian economics and economic development of Southeast Asia are compulsory for students in all the seven divisions.<sup>7</sup>

The courses offered by the three economics divisions fall into three distinct types. Firstly, there are the faculty courses on economic principles I and II for the second and third years, Malaysian economics for the second year and economic development of Southeast Asia for the third year. Secondly, there are the compulsory divisional courses which overlap: economic analysis offered by the analytical economics division and applied statistics offered by the statistics division are taken by students from all the three divisions. Thirdly, there are the optional courses which are offered on an inter-divisional basis throughout the faculty.

The arrangement is largely arbitrary. There are no satisfactory reasons for the classification and there is a significant degree of similarity in the compulsory courses. This is a premature attempt to introduce development-oriented courses before students are adequately equipped with the rudiments of economics, statistics and mathematics.

### False Distinctions

In fact, there is no basis for distinguishing between the terms, analytical economics and applied economics. The latter means the application of economic theory to the study of a problem and must, by definition, be analytical. It is difficult to visualise a situation where an applied economist could study an economic problem properly without having a thorough grounding in economic theory--the study would most probably be merely descriptive. The distinction between applied economics and rural development is also misleading. The latter is a part of the former, and the study of rural development, unless conducted within a theoretical framework, becomes no more than a descriptive account of the institutions and problems of the rural sector.

It is perhaps in recognition of this weakness that both the applied economics division and the rural development division have imposed economic analysis, offered by the analytical economics division, as a compulsory subject on top of economic principles I in the second year. In the third year students from the applied economics division have also to take macro-economics, another course offered by the analytical economics division, on top of economic principles II. However, rural development students are exempted from this requirement.

Economic principles I and II are given at a very elementary level as the interests of students from the Faculty of Arts, who are graduating in economics but with an inferior background, have to be accommodated. Economic analysis is pitched at a higher level but does not provide the students with an adequate grounding in micro- and macro-economics. In general, students from the applied economics division and the rural development division, particularly those from the latter, do not have a sound theoretical background in economics. They also lack mathematical and statistical expertise: A consequence of this can be seen in the case of applied economics students taking planning I and II, compulsory divisional papers in the second and third years. Solutions of input-output matrices can only be given by the method of successive approximations. The simultaneous equation approach cannot be used because the students have no knowledge of matrix algebra.

A more appropriate syllabus would be to make micro-economics, macroeconomics, statistics, mathematics and Malaysian economics compulsory for students from all the three divisions and to extend these courses over the second and the third years. The remaining courses would be made up of options to reflect the interests of the students. Optional courses such as planning would be taught more effectively if students had the basic economic, mathematical and statistical background. The course on Malaysian economics is necessary to ensure that the students are aware of the features and problems of the Malaysian economy.

The official explanation for the existing arrangement is that it is an attempt at analysing development problems within an interdisciplinary framework. However, this only attempts to rationalise a badly conceived programme. An interdisciplinary approach requires the application of the principles of the disciplines within the social sciences at a high level of competence. It also entails the teaching of hybrid subjects such as economic anthropology which have evolved from genuine attempts to look at development problems from a wider perspective. Our analysis shows that the course combinations aimed at producing planners and development economists at the University of Malaya in general do not measure up to these requirements. An examination of the courses offered in economics at the University of Science Malaysia and the National University shows that a similar situation exists.

### Specialised Training Courses

The acute shortage of skilled personnel in less developed countries has often resulted in persons holding responsible positions for which they have not been specifically trained. Universities can play an important part in educating such personnel by offering specialised training courses. A good example of this is the one-year diploma in public administration. This programme is meant primarily for government administrators and was introduced by the FEA in 1970 at the request of the Public Services Department, the government agency responsible for the training and the posting of civil servants in Malaysia. The effective conditions for acceptance into the course are a university degree and a few years' working experience. The contents of the programme, worked out by the FEA, the Public Services Department and representatives from government agencies which are involved in planning, fall into three parts. The first part is made up of five compulsory papers; the second consists of two optional courses chosen to reflect the interests of the students; the third part consists of a project paper in which students are expected to make use of what they have learned in the courses to analyse a particular development problem in depth. The contents of the programme and the syllabi of the courses are based on three postulates: the belief that an understanding of fundamental public and development administration theory is necessary for carrying out development programmes efficiently; the belief that mastery of some of the practical arts of administrative and financial management is needed in making project appraisals and in providing insights into complex situations; and the belief that theory and technique should be continuously reinforced and made more relevant through the frequent use of cases and examples based on Malaysia's own problems and experience.

The Public Services Department does not send diploma holders back to their original postings, so that a direct comparison of their performance before and after the course cannot be made. However, there is some indirect evidence that diploma holders do their job better than non-diploma holders. Government departments to which diploma holders have been posted have requested that the Public Services Department allow some of their other personnel to take the course. These requests are as good an indication as any of the usefulness of the diploma programme. The Public Services Department itself has expressed satisfaction with the results.

### Universities, Government, and Research Oriented towards Policy

The second general area in which universities can play an important part in development planning is in the conduct of joint research programmes with the government on matters which are relevant to the formulation and carrying out of plans. However, the extent of such cooperation in Malaysia is minimal. For example, out of a

staff of 81 at the FEA only two are involved in joint research with the Economic Planning Unit, the government agency concerned with development planning. Moreover, these two staff-members are only tutors working for their Master of Economics degrees. In view of the severe shortage of government research workers and the long list of topics which require immediate research, this lack of cooperation between the two institutions is remarkable. The situation in the applied sciences is no better. In 1971 the government established the National Institute for Scientific and Industrial Research, because of the fact that although there were competent and adequate staff in the universities these were not involved in any joint research project with the government.

A possible reason for the current unhappy state of affairs is that the differences in the aims and the time-schedule of university and government research cannot be reconciled. However, this fear is really more apparent than real. The traditional principle behind university research is the pursuit of knowledge for knowledge's sake, with no government intervention and with no constraint on publication. Government research involves classified information which cannot be published in professional journals, still less released to the press. It is argued that university research workers often find this intolerable, especially as promotion in universities under the existing system is based primarily on the prestige of their publications. But, these differences, although important, are not irreconcilable. Firstly, academics can choose whether to carry out research on classified materials or not. Secondly, there are a large number of areas in which research does not utilise classified information. For example, there is an urgent need for research on the degree of interdependence, capital utilisation and effective protection in the Malaysian manufacturing sector? Security problems are hardly likely to arise out of the publication of the results of such a research project. As a rule research on technological problems is unlikely to raise any security problem and very often it is precisely in these areas that governments lack expertise and require assistance. Thirdly, foreign academics under the auspices of various technological assistance programmes, such as the DAS of Harvard University and the Ministry of Overseas Development of the United Kingdom, are given access to so-called "confidential information". It is difficult to see why Malaysian academics are regarded as security risks while foreign academics are not.

### Incompatible Time-Schedules and Aims

Much has also been made of the incompatibility of the university's and the government's conceptions of the time-schedule of research. It is argued that as a rule academics take longer over their research because their interpretation necessitates thoroughness in approach and vigour in technique. Pressure to publish does not necessarily hasten the process because there is severe competition for space in professional journals, and research papers have to be of a high quality. On the other hand, government research workers are more concerned with the practical day-to-day issues of running the government machinery, so that even when they are engaged in fundamental research the absence of a severe time-limit is a luxury which few enjoy. However, the conflict can be resolved. Although the government research worker has a more severe time-constraint than his university counterpart, the pooling of resources will have the effect of relaxing the pressure, as will better coordination and planning of research activities in government departments.

If differences in the tempo and rhythms of research are not all that great, then the explanation of the current lack of cooperation between university and government research in Malaysia must be found elsewhere. Possibly Malaysian university teachers are not interested in participating in such activities because they do not have the time, are not oriented towards development, or have no financial incentive. The average teaching load per week is 10 hours which is made up of two one-hour lectures and eight one-hour tutorials. Even if the time taken for preparing the two lectures and marking tutorial essays is taken into account, it is difficult to argue that this would leave no time for doing research. University teachers have often voiced their interest in taking part in the development programme in a more active way. The argument that, unlike their counterparts in the Philippines, Thailand and Indonesia, Malaysian academics are under no financial pressure to conduct research for the government because they can live comfortably on their salaries, is also difficult to defend.<sup>9</sup> It ignores the Galbraithian "dependence effect" and the Nurksian "demonstration effect" on consumption patterns. Moreover, the argument takes an essentially short-term view of the problem. Promotion in Malaysian universities is theoretically equally dependent on teaching ability, administrative experience and publication, but in practice the third determinant is the most important. An added element is that selection committees prefer papers to be published in American and British journals. To make the claim that university teachers have no monetary incentive to carry out research is difficult to substantiate.

A reason which has been suggested by academics for the lack of cooperation is that government planners and politicians in power have a negative view of the competence of local academics to conduct serious research. The long period of colonial rule which did not end till 1957 saw the growth in the Malaysian public of a compelling

preference for things foreign. It would be naive to believe that this preference does not extend to the question of joint research but it would be surprising if it could explain completely the lack of cooperation.

### The Necessity for Academic Initiative

The most important explanation of the lack of research done jointly by the government and universities is the degree of inertia of the government bureaucracy and of the time which even senior civil servants have to spend on routine office matters. Academics should seek actively for involvement in the research programme rather than wait for government officials to make the initial move. They should talk informally with senior government planners and discover what they consider to be the most pressing areas of research. Detailed research proposals on those topics on the list in which they have both interest and expertise should then be given to the government for consideration as research projects to be submitted for the coming fiscal year. Whenever possible the research proposed should involve government research workers so that the more junior workers would benefit, while more senior persons could pass on their experience and expertise to the academics.

That such an approach could work was shown by my experience in a research project on capital utilisation in the manufacturing industries of Malaysia. The deputy director of the Economic Planning Unit invited a senior member of the FEA and myself to discuss the possibility of joint research between the two institutions. There was great interest in working together and it was agreed that there was no incompatibility in interpretations of the aims and time-schedule of research, as long as the research focused on technological matters. A tentative list of topics, which included capital utilisation, was agreed upon and the meeting was adjourned on the understanding that the Economic Planning Unit would work on the list and present a detailed statement of its research interests. However, nothing more was heard from the Economic Planning Unit.

The economists in the FEA were disillusioned and began to see the episode as another of those occasions where the government was prepared to pay only lip-service to the idea of joint research. The project on capital utilisation was started and recently it was absorbed into a major World Bank study on the problem for four countries, of which Malaysia is one. The Economic Planning Unit was then consulted and the result is a bigger programme for Malaysia in which the special interests of the Economic Planning Unit are incorporated. The moral of the story is that it is far easier to bring the government into a research programme after the details of the study have been worked out and the basic ground-work completed.

### Academics as Consultants

The third area in which universities can play a part in development planning is in the provision of consultancy services, either in the form of membership in government committees concerned with planning, or contracts for carrying out feasibility and other studies for the government for a fee. Both types are concerned with the search for new information and knowledge, but whereas joint research work assumes equal competence between the university and government research workers, consultancy work accords the former status of *primus inter pares*.

The extent of academic participation in consultative work in Malaysia is small. Institutional arrangements for academics to sit on important government committees connected with development planning are minimal, as are memberships on an ad hoc or a personal basis. The only example of the former, as far as the University of Malaya is concerned, is the permanent membership of the dean of the Faculty of Education in the central curriculum committee of the Ministry of Education.<sup>10</sup> The number of cases where academics have been invited as experts in their individual capacity is greater but still dismally small in relation to the number available. For instance, out of a staff of 81 at the FEA, only five are involved on this consultative basis with the Treasury, the Ministry of National Unity, the Institute for Public Administration and the Rubber Industry Smallholders Development Authority. For the Faculty of Science the only example is the secondment of a senior member of the staff to take over the directorship of the National Institute for Scientific and Industrial Research.

The specialised knowledge of academics can help to improve the research programmes of government departments; for instance, the collection of data on the degree of interdependence in the Malaysian economy. The Department of Statistics has published two input-output tables for West Malaysia, one for 1960 (29 X 29 sectors), the other for 1965 (30 X 30 sectors), and is completing one for 1970. The usefulness of these tables is rather limited as they follow the conventional Leontief format and do not treat the distinctive characteristics of West Malaysia. To be more specific, the use of the Leontief format when there is a large export sector which is dominated by rubber and tin and an industrial sector which is very small and narrowly based would leave most of the cells empty and would represent a questionable use of scarce skilled personnel. A modified input-output table, such as that Professor Seers constructed for use in Jamaica, Ghana and Zambia,<sup>11</sup> which emphasises the

role of the government sector and the interrelationships between domestic industry and the rest of the world, and which recognises the industrial sector as one which is small and dominated by activities which cater for final uses and utilise mainly primary factors and imports and inputs, would be more appropriate. Some lecturers in the FEA are working on these matters and their involvement in the project, if only as members of the preparatory committee, would help to make the product more useful.

Consultative activities carried out by Malaysian university teachers for the government for a fee are very rare. In the whole of the FEA only five staff-members are involved in work of this nature. Three are on a project for the Ministry of Transport and Communications to determine the flow of traffic in Malaysia; their involvement has come about only because of the initiative of a World Bank transport economist who was amazed at the lack of cooperation between the universities and the government in research. Another staff-member is doing work for the Ministry of National Unity on the composition of occupations by race, and I am at present engaged on work on capital utilisation for the Economic Planning Unit. Three members of the Faculty of Engineering are carrying out surveys and physical studies in connection with transportation, hydrology and other aspects of an integrated regional development programme for the Klang Valley. This is roughly the sum of all paid consultation carried out by academics from the University of Malaya which has a staff of over 520. The position today is not much different from that nearly a decade ago. Most of the government's consultative service, especially that on economic problems, is still provided on contract by foreign firms.

One of the reasons which has often been suggested for this is that Malaysian academics lack both the expertise and the experience for consultancy work. The argument that local academics lack the technological expertise is certainly true in certain specialised areas. For instance, all the engineering feasibility studies on ports in Malaysia are carried out by foreign firms. However, the argument cannot be accepted as a general rule. For example, in the field of economic feasibility studies even a cursory examination of the techniques used by most foreign consultants shows that most of these are a pale shadow of what are available theoretically. A case in point is the feasibility study carried out by a British consultant firm, on the Jengka Triangle Project.<sup>12</sup> The fulfilment of this vast land development scheme covering over 330,000 acres of Pahang would change the economic structure of that state significantly as well as having a sizeable impact on the West Malaysian economy. Clearly the economic feasibility study of such a project has to take into account the social aspects of costs and returns, and cannot rely on partial investment criteria for deciding on the allocation of funds. The study carried out ignores these considerations.

A number of economic studies on land development schemes in Malaysia have been carried out by Malaysians.<sup>18</sup> These studies indicate a level of sophistication which equals that of the reports made by foreign consultant firms. More important, they show a greater awareness of the political and social factors involved in land development in Malaysia. For example, their greater understanding of the complicated political background to the establishment of the Federal Land Development Authority has resulted in a more realistic appraisal of the "captive project" approach of the Authority. Their greater appreciation of the different socio-economic attributes of Malay and non-Malay settlers has resulted in a more critical assessment of the existing selection procedure. Malaysian social scientists are not necessarily more competent in converting concepts in the social sciences into measurable variables, but, given equal academic qualifications, their greater knowledge of local conditions and languages gives them a distinct advantage over foreign consultants.

### Organisation of Large-Scale Projects

Local academics do not lack altogether the necessary experience for consultative work. Some persons with research degrees also have research experience, in the sense of being able to isolate and pursue a problem independently and objectively. However, universities in Malaysia may still lack persons who can manage and supervise large research programmes efficiently, since the possession of a research degree does not in itself mean that the possessor can cope with full-time consultative work regarding complex projects. The scheduling of the different projects at different times, and the strict adherence to the agreed programme so that some projects are not delayed by others, require management and supervisory skills of the highest order. In Malaysian universities appointments are intended largely to provide for teaching and there are no arrangements for leave without salary. They do not, as a rule, produce persons with such managerial skills and the government is accordingly reluctant to contract out consultative work to academics.

On the other hand, this weakness on its own is not sufficient to justify the predominance of foreign consultants at all levels of government research activity. Firstly, foreign management experts could be employed to direct teams of local personnel from the government and universities. Secondly, the government could insist on the appointment of local counterparts from the universities before giving a contract. It would be in the interest of the

government and country to have a core of seasoned Malaysian consultants, especially as the returns of "learning on the job" are known to be very high.

Perhaps the most important reason for the absence of university personnel in government consultative service is the government's failure to understand the strengths and weaknesses of the university system, which has often turned small and reconcilable differences into differences of substance. An example is the case of the Klang Valley Development Project, a multi-million dollar project to provide a master-plan of development for the entire Klang Valley, stretching from Kuala Lumpur, the federal capital, to Port Kelang, the biggest port in the country. The expertise required extends from engineering to all the disciplines within the social sciences and to legal matters. The government, enthusiastically responding to the universities' call for greater involvement in the development planning programme, offered the entire project to the University of Malaya about two-and-a-half years ago. After some consideration, primarily by the Faculty of Economics and Administration in consultation with the vice-chancellor, the University turned down the offer because it felt that it did not possess the managerial and supervisory skills required for such a large project. The University felt that its proper role was in the conduct of certain individual projects and in the provision of local counterparts.

It would have been unrealistic of the government to expect otherwise since the University of Malaya is not a large consultant firm. In addition, its organisational structure is centred on teaching so that if it were to assume complete responsibility for the job it would be very difficult to arrange leave for the large numbers of its staff involved. A more reasonable approach would have been to employ a foreign consultant firm to be in general charge of the project and to accede to the University's request for a minor role. As it turned out, a foreign consortium was awarded the contract and out of a staff of over 520 at the University only three engineers were invited to take part in the project. The government, through a misunderstanding of what the University could do, lost not only the opportunity of making full use of Malaysian knowledge of local conditions but also another good opportunity of providing local academics with some experience of consultative work. Perhaps more important, the episode may have strengthened the unfounded suspicion, held in some government circles, of the unwillingness of university teachers to participate in development projects. At the same time the academics were left with the impression that the government had no real intention of asking for their participation in the Klang Valley Development Project. They felt that the government knew that the University of Malaya could not possibly have taken on the task and that the expected refusal would jeopardise future university requests for participation in development planning projects.

Discussions on the obstacles to university involvement in consultancy work have often ignored the influence of institutional factors. The organisational rigidity of the University of Malaya with respect to unpaid leave is a case in point. Another is the limit which universities place on lecturers' earnings from consultative practice and outside work. For example, in the case of non-medical lecturers of the University of Malaya, figures show that for a gross consultation fee of \$22,000 p.a. the staff member receives only \$9,200 or 41.8 per cent. They also show that, the higher the cost of the project, the heavier the incidence. Such a scale is enough to discourage university personnel from becoming seriously involved in consultative work. The marginal rate of tax is so high that after my World Bank study on capital utilisation taking on another consultancy job no longer attracts me.

Another important institutional constraint to the use of local academics in consultancy work is the "tying" of foreign aid. A large number of less developed countries which are receiving grants or soft loans for development projects lack any choice in the source of purchase of intermediate and capital goods for the projects and in the source of the personnel for carrying out the feasibility study. A good example is the aid given by the Canadian Government to Malaysia for the development of the Pahang Tenggara land scheme. The agreement stated specifically that the consultants for carrying out the feasibility study must be Canadian. As a result, 39 Canadians and no Malaysian academics were involved in the study.

### Overcoming the Obstacles

Recommendations for alleviating the obstacles to a closer relationship between the universities and the government in Malaysia fall conveniently into three categories.

**International Organisations:** International organisations can publicise the fact that differences between the university's and the government's conceptions of research and the time-schedule are not irreconcilable. For example, in late 1971 a workshop was organised on the role of universities in national development planning in Southeast Asia which was attended by leading academics and senior government officials.<sup>14</sup> The impression obtained after reading the proceedings is that certain stereotyped images which the academics and government officials present had of one another had been broken down. There should be more conferences of this nature so



that the fact that neither the university nor the government need compromise itself in any important sense is made known to all levels of the university and government hierarchy.

**Government Action:** The second group of recommendations concerns action by the Malaysian Government. One action which could be taken immediately is to stipulate, whenever possible, that before a contract is given to foreign consultants, local counterparts, taken from the universities, should be included. Certain government officials have already been assigned to such a role.

The government should identify certain areas of research where technological expertise is required and then invite qualified academics to carry out the research, either on their own or on a joint basis with government research workers. The word "qualified" should be interpreted liberally. The laissez-faire approach of waiting for the "good man" to emerge of his own accord is slow and wasteful. The government should instead play an active and direct part. The organisation involved will not be timeconsuming as the areas of research will already have been identified in the formulation and the review of development plans. The emphasis should be on those technological fields where the government is short-handed and the universities best equipped. Research on sensitive issues and policy matters should be discouraged in the initial stages of cooperation as should large and ambitious projects. The government should take quick action to include some academics on important development planning committees. The idea is, firstly, to have the objective comments of the academics and, secondly, to keep in touch with recent developments in the literature. University teachers have the time and the interest to read articles in the latest professional journals and the latest books published, so that they are an excellent source of information on current developments in their own fields of specialisation. This need for a continuing dialogue is important in view of the speed with which ideas, theories and techniques are changing in all scientific fields. It is encouraging to know that the Ministry of Trade and Industry has set up panels of experts on important aspects of industrial development and university economists have been invited to sit on these committees.

**University Measures:** University authorities, especially those at the University of Malaya, should introduce attractive staff-training schemes to encourage the younger academics to undergo further training. There should be greater recognition by appointments committees of the work carried out by academics for the government, and the limit of outside earnings should be raised. Academics themselves can facilitate the process by taking the initiative in submitting detailed proposals to the government after informal discussions with senior government officials.

The universities should expand their traditional role in teaching from offering only degree courses to the provision of extra-mural services. The planners so produced should not only have a high degree of competence in their respective fields but should also be able to view the process of development in a wider perspective.

The characteristics of the Malaysian situation are not unique, and these findings may well have an area of applicability which extends beyond Malaysia.

1. Lewis, W. Arthur, *Development Planning: The Essentials of Economic Policy* (London: Allen and Unwin Ltd., 1966), p. 7.
2. See Lim, David, "The Inter-play of Economic, Social and Political Factors in Development Planning in Malaysia" (mimeograph); and Ratnam, K. J., *Communalism and the Political Process in Malaya* (Kuala Lumpur: University of Malaya Press, 1965).
3. The universities and the years of their establishment, with the current number of students are: the University of Malaya, 1962 and 8,000 students; the University of Science Malaysia, 1969 and 1,800; the National University, 1970 and 1,003; and the Agricultural University, 1973 and 740.
4. These are the First Malaya Plan, 1956-60, the Second Malaya Plan, 1961-65, the First Malaysia Plan, 1966-70, and the Second Malaysia Plan, 1971-75. The first attempt at "planning" development in West Malaysia was the Draft Development Plan for 1950-55, which was only a collection of expansion programmes for the various government departments.
5. See Drake, P. J., "The New Issue Boom in Malaya and Singapore, 1961-64", *Economic Development and Cultural Change*, XVIII, 18 (October 1969), pp. 73-91; and Lim, David, *Economic Growth and Development in West Malaysia* (Kuala Lumpur: Oxford University Press, 1973), Chap. 12.
6. See Faculty of Economics and Administration: Students' Handbook for the Session 1969-70 (Kuala Lumpur: University of Malaya, 1969).
7. See Faculty of Economics and Administration: Students' Handbook for the Session 1973-74 (Kuala Lumpur: University of Malaya, 1973).

8. For a detailed discussion on some other possible areas of joint research, see the chapter on Malaysia in Lim, David, et al., *The Role of Universities in Development Planning in Southeast Asia*, Vol. 1: Singapore, South Vietnam, Philippines and Malaysia (Singapore: Regional Institute of Higher Education and Development, 1973).
9. A lecturer in a Malaysian university usually earns twice as much as his counterpart, with the same academic qualifications, in the Philippines, Thailand and Indonesia.
10. See Yip, Yat Hoong (ed.), *Role of Universities in National Planning in Southeast Asia* (Singapore: Regional Institute of Higher Education and Development, 1971), p. 41.
11. Seers, Dudley, *An Accounting System for a Specialised Used Exporter of Primary Products* (mimeograph).
12. Tippetts, Abbett, McCarthy, Stratton and Hunting Technical Services Ltd., *The Outline Master Plan: Report on the Jengka Triangle Project for the Federal Land Development Authority* (October 1967).
13. See, for instance, Syed Hussain, Wafa, *Land Development Strategies in Malaysia*, unpublished Ph.D. Thesis at Stanford University, 1972; and Tunku Shamsul Bahrin, "Policies on Land Settlement in Peninsular Southeast Asia: A Comparative Study", *Modern Asian Studies*, V, 1 (1971), pp. 21-34.
14. Yip, Yat Hoong (ed.), *op. cit.*