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Social obligations vs profit-making: a review of the policy of Dewan Bahasa dan Pustaka (the Language and Literary Agency), Malaysia

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SOCIAL OBLIGATIONS VS. PROFIT MAKING

**A review of the policy of Dewan Bahasa dan Pustaka
(the Language and Literary Agency) Malaysia**

by

Zainab Kassim

**A Master's Dissertation, submitted in partial
fulfilment of the requirements for the award of the
Master of Arts of Publishing degree of the
Loughborough University of Technology**

September 1991

**Supervisor: Professor Jack Meadows
Department of Library and Information Studies**

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in memory of my beloved Mak and Abah, who always inspire me
towards the love of knowledge and prayed for my success.
Alfatihah.

Say: 'Are those equal, those who know
And those who do not know?
It is those who are
Endued with understanding
That receive admonition'
(al-Zummar 39:9)

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Professor Jack Meadows, my supervisor, for his support, comments and patience throughout the completion of this study. Janet Stevenson for her continuous assistance in reading through my work.

My 'sahabat' Aida, for her encouragement and sacrifice. Long, Yah, Y, Yeh, Did, Itam, Mat, my sisters-in-law and brothers-in law; my beloved nephews and nieces, who always inspired me. My wonderful friend, for his patience, concern and support throughout my study. May Allah swt guide you to the truth.

Zainab Kassim, Loughborough, Summer 1991.

ABSTRACT

The aim of this study is to examine the policy of the Dewan Bahasa dan Pustaka (DBP), the Language and Literary Agency, Malaysia, its implementation in the past, at present and in the future. It also suggested to the management of the DBP the mechanics for implementing the dual function-- as a language and literature developer and as a publisher. Initially the DBP was only known as the custodian of the Malay language and literature-- a social responsibility function. But as a repercussion of socio-economic changes, education needs and intellectual development, it has gradually shifted its role as a publisher and lately it 'is seen' as involving in 'commercialised' publishing activities.

How DBP coped up with these tasks, why it has to perform these tasks, the dilemmas and the conflict of interests faced by the DBP are major issues covered in this study.

This study is based on literary research available on this agency and interview sessions with key personnel, senior managers and individuals who have some interest towards this agency.

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INTRODUCTION

The aim of this study is to examine the primary roles and policies practiced in the Dewan Bahasa dan Pustaka (the Language and Literary Agency; hereafter referred to as the DBP) in the early years of its establishment as stated in the DBP Ordinance 1958 (amended 1972) and its subsequent rapid development.

The DBP's roles and policies relate to objectives that pertain to the needs for a particular period. How and why these policies and roles have changed throughout the existence of the DBP, and what are the implication of such changes, are the major subjects of this discussion.

This study comprises six chapters. Chapter 1 is an overview of the Dewan Bahasa dan Pustaka which, based on a historical background before and after the independence of Malaysia. It starts with the state of art of the Malay language before the establishment of the agency, which was closely related to the history of the independence of Malaysia. Then follows the movement towards the formation of the Dewan Bahasa dan Pustaka; and its objectives and activities; the organisational set-up; and finally, financial and personnel aspects of the DBP.

Chapter 2 focuses on the DBP's social responsibilities as a provider of services in three main areas:

- (1) in developing and enriching the Malay language;
- (2) in developing and promoting Malay literature;
- (3) in implementing the National Educational Policy;

Chapter 3 focuses on the new role of the DBP as a publisher. The main concern is its role in the following areas:

- (1) textbook publishing;
- (2) general book publishing;
- (3) higher education book publishing;
- (4) magazine and journal publishing;
- (5) encyclopedia publishing;
- (6) translation works.

Chapter 4 explains the of the interview survey. This is followed by Chapter 5 on the analysis of this study of DBP in four main areas namely,

- (1) the role and image of the DBP;
- (2) the tasks of developing Malay literature;
- (3) the tasks of developing Malay language;
- (4) the publishing activity.

Some recommendations for an effective implementation of the analysed roles are suggested in the final chapter and followed by conclusions.

Throughout the discussion, as far as monetary is concerned, Malaysian currency, 'ringgit' or \$MYR is used. Conversion into pounds is approximately \$MYR4.6 for a British pound.

CHAPTER 1

AN ORGANISATIONAL OVERVIEW

1.1 Historical background

Colonisation has some implications for the culture, administration, and the socio-economic well-being of a country. Malaya (Malaysia before independence), which was under British administration for about eight decades was no exception from experiencing such phenomena, nor was its neighbour, Indonesia.¹ Both were under colonial administrations, and represent the biggest population of the Malay-speaking-world.

Malay has always been the language of the ruling Malay bureaucracy and its historical and politico-cultural status was preserved throughout the length of British rule. The British realised that English, while it could be imposed on the local elites in the administration, could not be an effective means of reaching the indigenous populace.² Thus, they made it compulsory for every civil servant to learn English, to facilitate communication between the people and the British administrators.³ The consequence of such administration to some extent has created an unpleasant phenomena of racial disunity and social stratification. It has adversely contributed to socio-economic and political dif-

ferences among the Malays, Chinese and Indians--three major ethnic groups of Malaysia. While facing this kind of situation, it was extremely important to reform the society at the same time to hinder elements of disunity and segregation from becoming worse, and a common national language has been the considerable mean of integrating the different ethnic groups.

Even though there were a number of native languages such as Chinese and Tamil, the competition for a national language status was between the indigenous Malay and a foreign language, English, which has dominated and restricted the growth of Malay in administration and in other public and official domains.⁴

Why was Malay chosen, and not another language? The former Director General of the DBP stressed that,

In the first place Malay had always been the language of the ruling Malay class....Secondly, Malay developed into a lingua franca, a common language used by a majority of the people to facilitate interracial communication...and its position as the national language in three other countries in the region, Indonesia, Singapore and Brunei.⁵

When Malaya was negotiating for independence from the British government, and when the first general election was held in 1955, the national language issue became public. The Angkatan Sasterawan 50⁶ proposed a memorandum at the Kon-

gres Bahasa dan Persuratan Melayu yang Ketiga (Third Malay Language and Literary Congress) held in Singapore, in September 1956.⁷ The contents emphasised an urgent need for a formation of a body which is responsible to motivate and to administer the development of the Malay language, to restore the former status and the common and sole official language of the country as well as the literary heritage; and to promote them for the cultural development of the people of Malaysia.⁸

⁹
The Alliance Party who promised to make Malay the national language for independent Malaya won a majority in the election. The immediate action as the aftermath of the victory was the announcement made by the Minister of Education about the establishment of a language and literary department to perform the tasks as the custodian of the Malay language.

Dewan Bahasa dan Pustaka (the Language and Literary Agency, hereafter the DBP) was first established in 1956 under the name of Balai Pustaka. In the first months of its establishment, there were no facilities that enabled DBP to go a full speed ahead! At the beginning, DBP had only seventeen staff¹⁰ and two seconded officers from the Malay Translation Bureau of the Ministry of Education.¹¹ When it moved from the Johor Bahru's office to an abandoned building of a hospital ward at Jalan Young Kuala Lumpur, on July 10, 1957, there was an initial effort to plan the language and literature development activities.¹² A month later when Malaya

became independent, and the Razak Education Policy was accepted as the new education policy, there was a complete reorientation of the nation's education system.

This development required the DBP to face the challenge and to plan a strategy for bringing the language closer to the people. It started with a nation-wide language campaign in which the approach was more towards 'psychological warfare'. This campaign became an annual event between 1960 and 1967. In the midst of the campaign, DBP moved to a new building on January 31, 1962.

When the Parliament passed the Akta Bahasa Kebangsaan 1967 (the National Language Act 1967), together with the implementation of the new education policy, the status of education in the national language was greatly uplifted. But the effective implementation of this policy depended on the effective use of the language in place of English and the availability of reading materials especially textbooks for the use of the national school. At this point DBP started to chart out the priority to respond to the national needs.

As a government department DBP has to perform within a governmental procedure. Thus, a move was made to convince the government that DBP should acquire a status as an independent corporation. In April 1959, the idea was materialised under the Act of Parliament and until today it is under the purview of the Ministry of Education. Even with this new status DBP still receives a strong backing from an

overwhelming nationalistic fervour.

As a corporation, it is governed by the Lembaga Pengelola (the Board of Control) whose members comprises fourteen representatives of the Ministry of Education, namely,

The Chairman and the Deputy Chairman;

Not more than ten person, appointed by the Ministry of Education;

The Secretary General of Ministry of Education;

The Director General of Education;

A representative from the Treasury appointed by Finance Ministry;

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A representative appointed by the Council of Rulers.

This Board is responsible for higher policy making of the DBP, and it is assisted by four main committees, namely, the Executive Committee, Financial Committee, Publication Committee, and Tender Committee.¹⁵ These committees came into existence only after Dewan Bahasa dan Pustaka Act 1966 was amended, due to an agreement to provide housing loans to its staff. The Chief Executive of the DBP is a member of these committees.

1.2 Objectives and Activities

The Dewan Bahasa dan Pustaka Ordinance 1959 stated its objectives as follows:

- * To develop and enrich the national language;
- * To develop literary talent, particularly in the national language;
- * To print or publish, or assist in the printing or publication of books, magazines, pamphlets and other forms of literature in the national language and in other languages;
- * To standardise the spelling system and pronunciation in the national language, and to devise appropriate technical term in the national language.

To achieve these objectives, DBP has focused on three major activities which are classified as follows,

1. Social activities;
2. Commercial activities; and
3. Support activities.

Social and support activities have been carried out since the formation of this agency, whereas commercial activities came into practice in the mid-seventies, when the DBP started getting involved in the publication of textbooks to supply primary schools throughout the country, as well as printing activities and distribution of its publications nation-wide.

1.2.1 Social activities: provider of services

The provision of services is a very fundamental social responsibility entrusted to the DBP by the people. This

philosophy upheld the resolutions of the ASAS 50's memorandum; the Article 152 of the National Language Act 1967; and the New Education Policy. Generally DBP administers and promotes two main areas, language and literature development.

a. Language development

For this purpose DBP has charted long term, intermediate, short term and continuous programmes which cover the following activities:

- * To develop and spread the use of the Malay language;
- * To standardise spelling and pronunciation, and create appropriate technical terms in the national language for the usage of the country's education and higher education systems, administration and dealings of the state, and for the development of knowledge in all fields ;
- * To produce and effectively circulate new terminologies for all parties and popularise them in DBP's publications;
- * To conduct basic or practical research in an effort to spread the usage of the national language;
- * To arrange for the publication of dictionaries of terminologies in various fields.

b. Literature development

Basically the DBP has a dual role in developing this area. These are, the promotion and the development of the knowledge of Malay literature, which constitutes the following activities:

- * To encourage the growth and expansion of literature written in the national language;
- * To introduce literary works as a medium of expression and as a national identity to the outside world;
- * To encourage literary talents and to spread literary works to the society.

These two activities will be the major focus of discussion in the following chapter.

1.2.2 Commercial activities: producer of services

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Getting involved in commercial activities was not clearly stated in the objectives of the DBP's existence. However, to keep up with socio-economic, modernisation and technological changes, the DBP to some extent has to have a very positive perspective and strategic approach; has to diversify the activities appropriately to ensure that fundamental activities are not neglected. Some aspects of these activities have helped the DBP to speed up the process of developing the language and literature. And this will be discussed thoroughly in Chapter 4.

As a producer, DBP's role is as follows:

- * To publish and print general books, textbooks, magazines, pamphlets and other forms of literary publications in Bahasa Malaysia and other languages;
- * To market DBP's publications through a network of distributors. This includes the distributions of books under the Text Book Loan Scheme;²⁰
- * To compile and arrange for the publication of dictionaries.

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1.2.3 Support activities: arranger of services

Support services include activities which are carried out by the Board of Control, library, legal unit, internal audit, secretariat and branches in Sabah and Sarawak; the provision of administrative, accounting, training, security, personnel and purchasing services, as well as computer services which started in the late eighties. However, the main focus of this study is on the first and second activities.

1.3 Organisational structure and manpower

Over thirty five years of its existence, DBP has been restructuring its organisational set-up to meet the objectives and to enhance new programmes and activities; as well as to fulfil increasing expectations as a result of the socio-economic changes. The aspect of manpower management has to some extent been considered, as DBP now has a number of

professional staff and employs qualified graduates from multi-disciplines. These resources and their potentials need to be explored to achieve excellent productivity.

During the fifties DBP had only two major departments, namely 'Jabatan Pengarang' (Editorial Department) and 'Bahagian Kamus' (Lexicography Division). Between the 1967 and 1969, a number of structural changes took place within various divisions within the DBP.

At this period, too, DBP experienced a change in the kind of staff employed. Activities were diversified, thus DBP has reorganised those divisions and expanded them, which finally became ten divisions. Eight more divisions were set up to carry out affairs of administration, finance, translation, research, business and transaction (which dealt with publication and distribution), the national language course,²² library and specialist vocabulary.

In 1968, one more division was set up for encyclopedia²³ publication. Organisational restructuring has took place in the seventies by reducing the number of divisions to seven with greater specialisation within each division. Those divisions dealt with the administration, finance, editorial, translation, business transactions, the develop-²⁴ment of language and literature and a library.

DBP has also physically developed to cope up with increasing number of staff employed and working space required as a

result of an expansion and diversification of activities. Thus, an extension to the eight-years-old-block has completed, and DBP now has two blocks of five storeys complex.

DBP's involvement in publishing during the seventies to meet an urgent implementation of Text Book Loan Scheme has urged the Director General to decide on setting up a printing unit to cope up with a tremendous increase in printing works. Seven years later, DBP set up two branches in Sarawak and Sabah.

In October 1979, a two million Malaysian ringgits warehouse complex was completed, to house newly-printed publications. A printing house then was completed in November 1982. In 1986, two more divisions were set up, namely the Magazine Division and Translation Division.

In the late eighties to date, there was a major restructuring, with a new mission and image; which has resulted not only in the creation of new units, but also new posts. At present DBP is divided into six departments namely,

1. The Director's Office;
2. Language Department;
3. Literature Development Division;
4. Administration and Operation Department;
5. Publishing Department;
6. Marketing Division.

In 1990, a total workforce at the Administration Department (the Director's Office, Administration and Operation Department and Marketing Division) is 348 staff; 482 staff are employed in the Publishing Department; 27 staff in the Literature Development Division, 68 staff in the Language Department; 55 and 69 staff are employed in Sabah and Sarawak branches respectively. ²⁵ Exhibit 1 illustrates the present organisational set-up of the DBP.

An expansion of activities has required the DBP to employ a number of qualified staff from various academic background and professionalism. In the early years of its establishment, the people employed by the DBP were merely literary figures, writers who were mostly had the teaching background. They were devoted to a common aspiration of the prime objective, 'to uplift the standard of the Malay language as a sole national language of this country.'

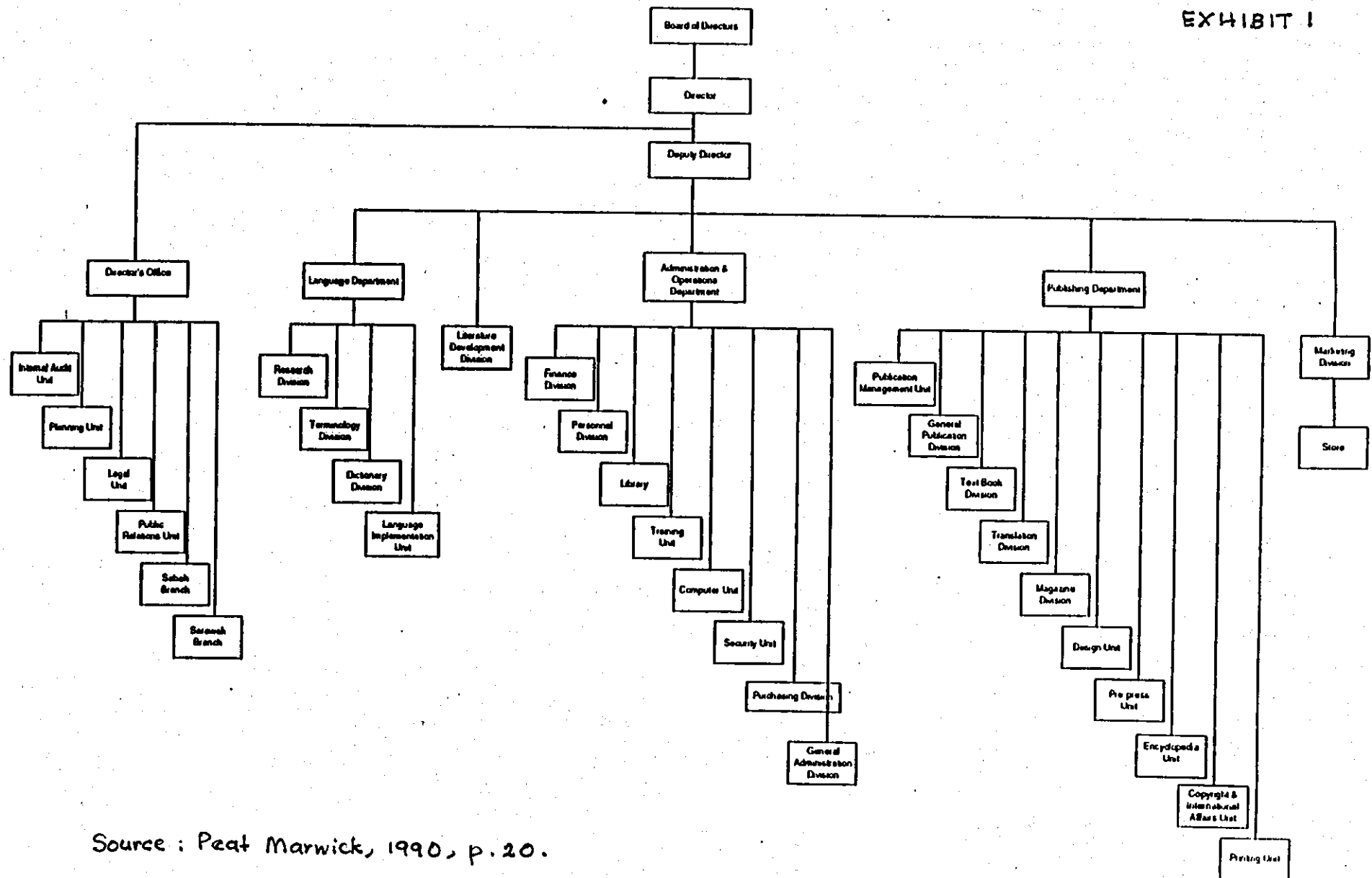
Under the Director, there were seventeen staff, which included a few clerical workers who shared the same spirit and aspirations with their heads of departments and officers.

In the sixties, more graduate with Malay studies and linguistic backgrounds joined the DBP. In the seventies, DBP was entrusted to publish and translate more books for the institutions of higher education. Therefore, there was extremely relevant for the DBP to employ graduates from social sciences and humanities backgrounds as in-house

EXHIBIT 1

ORGANISATION CHART OF DEWAN BAHASA DAN PUSTAKA 1989

EXHIBIT 1



Source : Peat Marwick, 1990, p.20.

editors. At the same time more staff were taken to fill up vacancies, both in language and literature development divisions.

In 1985, the number of staff was 1,012 and in 1990, DBP has 1,049 staff. Staff growth between 1985 and 1990 in the different departments and groups are illustrated in Table 1.1 and Table 1.2 respectively. Both tables show the number of establishments and the number of posts which are already filled up.

Table 1.1: Number of personnel in the departments, 1985-1990

Depts.	1985		1986		1987		1988		1989		1990	
	E.	F.	E.	F.	E.	F.	E.	F.	E.	F.	E.	F.
Adm.	250	203	281	235	281	230	285	252	364	217	365	348
Lng.	93	75	89	75	89	76	84	74	85	71	79	68
Pub.	642	559	646	562	650	562	648	560	568	560	571	482
Lit.	56	48	29	21	25	24	26	25	26	23	30	27
Sabah	68	50	68	48	68	48	67	49	67	52	67	55
Srwk.	70	61	71	61	71	58	72	59	72	65	72	69
Tot.	1179	996	1184	1002	1184	998	1184	998	1182	998	1184	1049

Source: Administration and Operation Department, Dewan Bahasa dan Pustaka, 1990, unpublished.

Notes: Depts: Departments; Adm.: Administration; Lng.: Language; Pub.: Publishing; Lit.: Literature; E.: Establishments; F.: Filled up; Tot.: Total; Srwk.: Sarawak .

Table 1.2: Number of personnel by groups,
1985-1990

1985		1986		1987		1988		1989		1990	
E.	F.	E.	F.	E.	F.	E.	F.	E.	F.	E.	F.
A 190	169	203	171	203	169	204	184	204	181	205	192
B 186	153	180	156	180	159	178	160	178	140	178	139
C 297	263	298	264	298	269	298	273	298	270	305	288
D 506	411	503	411	503	401	502	402	502	397	496	430
1179	996	1184	1002	1184	998	1182	1019	1182	998	1184	1049

Source: Administration and Operation Department, Dewan Bahasa dan Pustaka, 1990, unpublished.

Notes: E.: Establishments; F.: Filled up.

1.4 Funding of Operations

The Dewan Bahasa dan Pustaka Act, 1956 (Amended 1978)²⁶ provides for the establishment of a fund known as the Accumulated Fund of the Dewan Bahasa dan Pustaka which represents annual surplus out of operations and government grants. The fund was to consist of a grant by Parliament; money lent to the Board by the government; money earned through the operation of any project, schemes or enterprise finance from the fund; any money or property which in any manner becomes payable or vested in the Board and any voluntary gifts.²⁷

This fund can be placed as fixed deposits with local financial institutions or invested in Malaysian Government Securities or other securities approved by the Ministry of Finance.²⁸ It can also be used to provide employees with

other housing and other loans; to pay retirement and pension benefits; and to meet all expenses incurred in respect of activities approved by the Board.

In the first ten years of its operation, heavy capital expenditure was required, and the main source was the annual government grant. In 1963 the amount was over two millions Malaysian ringgits; 2.2 million (MYR) in 1964 and decreased to 1.7 million (MYR) in 1965. The growth of the fund over the last five years has been contributed primarily by government grants, interest income and profit generated from the sale of school textbooks. Table 1.3 illustrates the growth of the Accumulated Fund and the annual allocation.

Table 1.3: DBP's Accumulated Fund:
growth and allocation, 1984-1988 (\$'000)

	1988	1987	1986	1985	1984
Accumulated Fund	109 616	99 072	90 872	66 515	63 609
Development Fund	845	845	845	5 352	5 352
Revolving Fund:					
Housing loans	20 000	20 000	16 000	14 000	13 000
Car/computer loans	2 500	2 500	2 000	1 750	1 750
Total	132 961	122 417	109 717	87 617	83 711

Source: DBP's published accounts, see also KPMG Marwick, 1990, p. 24.

Notes: The Dewan Bahasa dan Pustaka Act 1956 does not provide for the DBP to obtain financing from financial institutions.

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3. Ibid.
4. Ibid.
5. Ibid., pp. 30-31.
6. Angkatan Sasterawan '50 or ASAS '50 was a literary movement which had a very strong voice and whose members were nationalists during the fifties. Some of the members served the DBP and were seriously committed in language and literary development at the very beginning of DBP's formation.
7. DEWAN BAHASA DAN PUSTAKA. Ulang Tahun 30 DBP (DBP 30 Years' Anniversary . Kuala Lumpur: DBP, 1986. Pamphlet.
8. Ibid.
9. The Alliance Party or 'Parti Perikatan' is a collaboration of three parties, the United Malay Nationalistic Organisation (UMNO), the Malayan Chinese Association (MCA) and the Malayan Indian Congress (MIC) which

represents three ethnic groups in Malaysia, the Malay, Chinese and Indian, respectively.

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12. DEWAN BAHASA DAN PUSTAKA, ref. 7.
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14. DEWAN BAHASA DAN PUSTAKA. Lembaga Pengelola (the Board of Control). Kuala Lumpur: DBP, 1987, p. 3. Pamphlet.
15. Ibid.
16. Section 5, Dewan Bahasa dan Pustaka Act, 1957.
17. Classifications by Peat Marwick, see Peat Marwick, Dewan Bahasa dan Pustaka executive summary of privatisation study. Kuala Lumpur: Peat Marwick Consultant Sdn Bhd, 1990, p. 5. Unpublished and confidential.
18. Ibid.
19. Ibid.
20. A scheme launched by the Ministry of Education in 1975 to supply textbooks for national primary school throughout the country. Dewan Bahasa dan Pustaka is entrusted to carry out the publishing, printing and distribution of commissioned titles.
21. PEAT MARWICK, ref. 17.
22. DEWAN BAHASA DAN PUSTAKA. Ten years of the Dewan Bahasa. Kuala Lumpur: DBP, 1967. Pamphlet.
23. NIK SAFIAH Karim, ref. 11, p.15.
24. Ibid.

25. Figures supplied by the Administration and Operation Division, Dewan Bahasa dan Pustaka, 1990.

26. PEAT MARWICK, ref. 17.

CHAPTER 2

DBP'S SOCIAL RESPONSIBILITIES

2.1 DBP as a provider of services

One of the main activities of the DBP is providing services to the public, other government departments, institutions, organisations and associations, regarding aspects of language, literature and publication. To carry out this task, the DBP has to chart out its short term, immediate term and long term programmes. At the same time, it needs to establish continuous cooperation with other government departments and institutions.

In achieving its objectives, DBP excels in certain areas, and receives all sorts of reactions from the public, from compliments to criticism, awe and envy. Thus, three decades of existence, has awarded the DBP with an intermix of achievements, between success in certain areas and failure in others. And this can be seen and judged from the feedback received from different groups of audience-- the public, the private sector, researchers, academics and authors, who particularly have some interests either in the DBP's inputs or outputs. Such response is anticipated as the DBP does not only concentrate on performing an ideological role, that is to develop and enhance the Malay language as a language for national integration, it also performs the

most important role in elevating the language as a modern language, as a sole official language, as a medium of instruction and as a means of sophisticated transactions.

From the early days of its establishment, the expectation of those groups towards DBP's contributions has never been diminished. In many cases, the phases, the intensiveness and extensiveness of DBP's activities and performance in providing services, the urgency of a particular service; and users of services were predetermined by environmental changes, especially changes in the government policy, through which DBP's role is relevant.

2.2 Towards the development of the Malay language

2.2.1 Language policy and language planning

As mentioned briefly in Chapter 1, promoting and uplifting the Malay language to become an official language of this country and to become a modern language were primary objectives of DBP's establishment. There are some main language planning activities that have taken place in Malaysia in an effort to "develop and enrich the national language";¹ as an instrument of national unity; as a language of government administration; and as a vehicle of modern education, of advanced forms of scientific and technical discourse.²

The broad framework within which the language has been developed and enriched during the last three decades of Malaysia's independence is the 'language policy'. It de-

finest Malay as the national and official language of the nation. In fact, Malay and English were the official languages of the country from 1957 to 1967,³ even though there was a general feeling among the public that Malay should have its status restored as the common and sole official language of the country.⁴

For the first ten years of the DBP, many efforts were made to bring the language to the people; to invoke love and pride towards the national language; and to create a feeling of confidence in its ability as a language of communication and a vehicle of knowledge.⁵ These have been done to "counteract" the provision of the Constitution of 1957 which stated that:

for a period of ten years after Merdeka Day (Independence Day), and thereafter until Parliament otherwise provides, the English language may be used in Both Houses of Parliament, in the legislative Assembly of every State, and for all other official purposes.⁶

It also stated that, English, "shall continue to be used in all judicial proceedings for a period of ten years, and thereafter until Parliament otherwise provides."⁷ Ten years was actually meant to be a grace period for English to be gradually phased out and see if, at the end of it, the Malay language would be ready to replace English in the conduct of administrative, judicial and educational affairs of the new and independent nation.

Apparently with the attainment of independence and its proclamation as the national language, Malay was presented with two major problems aptly summed up by Syed Nasir Ismail, DBP's second director as,

...first, the question of modernising Malay as the language of executive, the judiciary and the legislative machinery of the country and also the language of higher education. Second, is the more delicate task of orienting the minds of the public towards the language itself.⁸

The whole process of developing and modernising the language is encompassed in language planning. At the initial stage of language planning, massive efforts by DBP were to 'engineer consent or acceptance' and to enrich the language per se.⁹ Two massive and nation-wide programmes, namely the national language campaigns and the national language courses were carried out.¹⁰

The campaigns were well organised and emphasised public participation and were first launched in 1960. Various competitions, talks, exhibitions and other publicity campaigns were held in and about the national language.¹¹ School children, voluntary organisations and government servants participated in debates, essay and speech competitions; and government officials, societies and scholars organised talks, fora and discussions on various subjects in the national language.¹² The activity was first conducted

at the district level, state level and later became a national affair. The success of such campaigns was reflected by its progress from a National Language Week event to a National Language Month, until 1967, the year when the language assumed its official role.¹³

Regarding the national language courses, DBP has worked closely with the Ministry of Education and the Linguistic Institute, where a joint project was launched in 1961¹⁴, providing courses in the national language on three levels, and serving the whole of West Malaysia and Sarawak (from 1965)¹⁵. A special book for the course was published by the DBP, namely, Kursus Bahasa Kebangsaan. The course was primarily for the government servants and later was extended to the private sector as well. The progress of the course since 1961 until 1966 (the period for the implementation of massive campaign activities), is shown in Table 2.1.

Table 2.1: Number of candidates attending the basic Malay language courses, 1961-1966

Year	No. of candidates		No. of passes
	attending courses	sat for the examination	
1961	6 793	6 171	5 137
1962	6 513	7 736	3 628
1963	6 266	4 806	3 097
1964	4 231	3 249	2 061
1965	6 930	5 104	3 280
Sarawak	1 370	1 284	972
1966	7 963	6 096	4 061
Sarawak	1 025	744	542
Total	41 091	35 190	22 778

Source: Nik Safiah, 1979, p. 31.

Based on these illustrations of the massive activities during the sixties, we see that the emphasis was on short-term programmes. The institutionalisation of the Malay language by implementing the National Education Policy and other language programmes for the general public as well as a specific group of users were considered the effective steps in educating the masses to speak and think and express themselves in Malay. By 1966, the non-Malay were taking more active part in various events held during the campaigns.
16

DBP has made little attempt in carrying out research and development related to language planning. Later, the Board of Control reorganised its interpretation of the original objectives, rearranging and rephrasing them to fit in with new outlooks that work for an effective implementation.

In the seventies, the objectives which upheld DBP's Ordinance 1959 were condensed into three, and regarding the development of the Malay language the content is as follows:

- 17
1. To fully develop and modernise Bahasa Malaysia.

For political reasons, the national language, Malay was renamed Bahasa Malaysia (the Language of Malaysia) especially to enable it to become an efficient vehicle of knowledge to the highest level of education.

2. (i) To publish textbooks and other educational materials for all levels of education;

(ii) To publish general reading materials of high quality to fulfil the needs of the society;...

3. To encourage the growth and development of literature in Bahasa Malaysia.¹⁸

With more specific objectives, the direction for the language planning towards nation-building is much clearer. Thus, the most important approach is by expanding the Malay vocabulary or lexicon by creating more words and specialised vocabularies in various disciplines and defining them.

While touching on the aspect of language development, the view of the Royal Professor Ungku Aziz, former director of the DBP is that, "This is the function of DBP, to prepare sufficient tools in the Malay language." He added that, "In the language business, these tools are words and expressions which reflect certain concepts. Without sufficient words one simply cannot think." He emphasised that, "No word no thought."¹⁹ For this reason, DBP is working on lexical elaboration, by coining more terminologies and by establishing a joint-effort in developing and modernising the language at national and regional levels.

2.2.2 Lexical elaboration

²⁰
Hassan in describing the language development categorised the activity into two, firstly, the corpus planning and secondly language promotion activity. Corpus planning

means the expansion of the lexicon of the language to the topics and to appear in a range of forms of discourse in which the language was not previously used. Such planning needs to be followed by a promotion of the social status or role of the language, with major focus on education and government administration.

a. Specialist vocabulary

Regarding the first activity, DBP works on lexical elaboration, by coining new words and specialist vocabularies. Thus, a special task is handled by setting up the Secretariat of Specialist Vocabulary which is responsible for coordinating the works of various committees and for the proper classification and documentation of the vocabularies once they have been coined.²¹ The very important functions of these committees are to standardise certain existing vocabularies in the national language. In general, vocabulary coining activities are based on the subject or field committee system. Each committee comprises experts, professionals and practitioners drawn from various institutions, universities, government departments and other related organisations.²² Two terminology committees were set up in 1957; followed by three more in 1958, a Biology Committee, a²³ Physics Committee and a Medical Committee.

A formula was devised by terminologists to develop a more comprehensive word-coining and it was officially announced

in August 1975.²⁴ A common formula was devised jointly by government-appointed teams of Malaysian and Indonesian language planners and academics as an outcome of a series of joint meetings between 1972 to 1975. Under this common general formula, both countries are bound by the mutual agreement to adopt similar principles for coining new terms.

At present there are more than 27 specialist vocabulary committees. For the first ten years of existence they have²⁵ successfully coined or standardised 71,887 vocabularies.

In 1975, DBP managed to expand the lexicon of the language to more than 125,000 new vocabularies, in more than twenty five different fields of science, administration, and human-²⁶ities.

In 1988, about 15,417 terminologies were discussed and finalised at the Second Meeting of MABBIM Experts and the 27th. Meeting of MABBIM which were held in Kuala Lumpur and Brunei Darussalam respectively, between 5th. and 7th. Sep-²⁷tember 1988.

In 1989, about 40,000 new specialist vocabularies were²⁸ coined. For 1991, it is estimated that the figure will²⁹ increase to 120,000.

These vocabularies have been used in various publications, school textbooks, public administration, in teacher training colleges and other institutions of higher education, where the medium of instruction is the national language. Several more vocabularies are used and needed for very specialised

purposes. These efforts have greatly enriched the vocabulary of the national language in order to equip the Malay language with modern and structured vocabulary and to be the language of modern communication.

b. Dictionary compilation

As stated in the fifth objective of the DBP, "to prepare and publish a national language dictionary",³⁰ there was an urgent need to keep up with the great vocabulary expansion because Malay in 1957 did not possess a comprehensive, modern and scientifically compiled dictionary.

The project was actually started at a very slow pace in 1963, with an appointment of a seconded expert through the UNESCO and the long-awaited dictionary, known as Kamus Dewan³¹ a Malay-Malay dictionary was published in 1970 and another two projects, a Malay-English dictionary for general use, and a Malay-Malay dictionary for students were started the following year.

The aims of dictionary compilations are to achieve language standardisation and to guide users. In 1988, the DBP worked on twenty eight dictionaries of specialist vocabulary projects.³² Eighteen more are planned for 1991, which include twelve dictionaries of specialist vocabulary; two dictionaries of Malay-Malay; two bilingual dictionaries of Malay-English and English-Malay; a trilingual dictionary; and a dictionary of phrases. The idea of developing this

area is to expand the number and to diversify types of dictionary. This is one of many ways of upgrading the Bahasa Malaysia's vocabulary to the standard of other modern languages of the world.

2.2.3 Spelling system

Another important area of language planning that has been developed by DBP is the spelling system. Earlier on the Za'ba Spelling System³⁴ was used as the basis of a standard spelling system, but the dynamic growth of the language after 1957, especially as a result of lexical expansion, through extensive external borrowing from English and coining of new terms, tended to render the old spelling system "incomplete" and a reformed spelling system was urgently³⁵ needed.

In 1972, the formulation of reformed spelling system was announced to the public, and in August 1975, DBP published a comprehensive document, containing detailed rules of writing, namely, Pedoman Umum Ejaan, as a result of joint Malaysian-Indonesian efforts. Similar principles are adopted for 'Bahasa Indonesia' (Indonesian language). This would act as an effective means of modernisation and standardisation in the language.

2.2.4 Language implementation programmes

The language corpus is meaningless without an effective approach to follow-up the implementation of the Malay

language among users -- the public, private sector, the education system and the society in general. To ensure the usage of standard Malay is thorough and correct, the DBP has set up the Language Implementation Unit which is responsible to promote the language, to give advisory services on language; to monitor language usage and to organise programmes on language appreciation.

a. Promoting the usage of standard language

Among activities that have been carried out by the DBP are,

- (1) organising language courses, talks, and workshops to government departments, educational institutions and private firms;
- (2) producing language programmes on radio and television;
- (3) distributing materials and publications on language guidance;
- (4) organising language courses for professionals;
- (5) organising seminars and fora on language usage in specific fields;
- (6) organising translation courses.

b. Language advisory services

Services are given through phone calls and correspondence. A special hotline was installed to cater for users' inquiries on language usage and specialised vocabulary.

c. Monitoring language usage

For effective and thorough coverage, DBP in the first place will monitor language usage in the media and in public places, as well as for private sector publications. Among the activities that have been carried out are,

- (1) reading through all government and official bulletins and forms; and the private sector's publications written in Malay, and suggesting a correct usage;
- (2) reading through the language usage in printed matters, particularly magazines and newspapers as well as advertisements;
- (3) monitoring language usage in the electronic media particularly in the news bulletins, advertisements, entertainments, dramas and the dubbing of imported films;
- (4) monitoring language usage in public places of a particular local government council.

d. Language appreciation campaigns

Language appreciation campaigns are important to inculcate the awareness and appreciation towards the Malay language among users. By organising fora and seminars; launching of books, debate competitions, and other activities, at the state and national levels, the aim of effective usage of standard Malay could be achieved.

Table 2.2 is an illustration of the performance and the expected achievement of language implementation programmes for the years 1989, 1990 and 1991 respectively.

Table 2.2: Language implementation programmes, performance and expected performance for 1989, 1990 and 1991

Projects	Performance		
	Achieved in 1989	for 1990	Expected for 1991
a. Language usage promotions			
Courses/talks			
Public sector:			
no. of agencies	37	10	28
Educational institutions:			
no. of secondary schools	12	12	4
Private sector:			
no. of firms	6	10	10
Sabah and Sarawak:			
no. of agencies	3	2	2
no. of firms	2	2	2
no. of secondary schools	-	1	2
no. of speakers	-	-	2
Radio programmes	-	52	52
Television programmes	-	24	48
Distribution of language guide materials:			
no. of sets	235	700	1 000
Assisting other institutions:			
no. of institutions	2	2	4
Professional writing courses	1	3	1
Courses for the staff in charge of language guide publications	-	-	1

Seminars on language usage in law	-	-	1
Fora	5	15	10
Language and literature radio productions	45	48	52
Translation courses	8	7	7
b. Language advisory services			
Telephone calls	5 000	8 000	8 000
Letters replied	60	100	100
c. Language monitoring programmes			
Government bulletins	25	40	40
Private sectors publications	15	40	40
Printed matters:			
no. of magazines	-	16	16
no. of newspapers	-	8	8
no. of advertisements	-	-	-
Electronics media:			
no. of advertisements	180	60	60
no. of news bulletins	-	28	-
no. of entertainment programmes	-	-	-
no. of tv dramas	-	-	-
no. of imported films	-	-	-
Language monitoring in public places:			
no. of areas in Local Government Councils	-	10	9
d. Language campaigns			
At state levels:			
no. of states	-	4	-
Seminars	2	2	-
Books' launchings	-	2	-
Print-runs of posters	10 000	-	-
Fora	1	-	-
Debate competitions	-	2	-
Bahasa Malaysia Awards	-	8	-

Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, pp. 15-18.

In relation to its primary function, language development and implementation of Bahasa Malaysia in various fields, between 10 and 15 December 1984, DBP has conducted a pioneer project as an initial stage of a comprehensive study on the Bahasa Malaysia implementation performance.³⁶ The scope of this study was divided into two main aspects: to identify the effectiveness of language projects which have been implemented and to study users needs regarding language information and dissemination.

2.2.5 Budget

Within five years, between 1986 and 1990 there were 131 projects on language development which are categorised as follows:

Research 29

Terminology 38

Lexicography 31

Language implementation programmes 23.³⁷

Table 2.3 represents the allocations and expenditure for language development for the period 1986 to 1990. In 1991, the Language Department will carry out 61 projects with an allocation of four million Malaysian ringgits, from which amount, about two million ringgits will be spent on projects and another two million ringgits for emoluments and pensions.³⁸ For the Fifth Malaysia Plan, the language development budget is illustrated in Table 2.3.

Table 2.3: Allocations and expenditure for language development programmes, 1986-1990

Years	Allocations(\$MYR)	Expenditure(\$MYR)
1986	2 376 328	950 189
1987	3 771 420	1 334 476
1988	2 676 514	2 307 705
1989	2 030 969	955 343
1990	3 037 927	-

Source: Planning Division, Dewan Bahasa dan Pustaka, 1985, unpublished.

The emphasis of this budget is on the upgrading of language machineries in order to obtain a more effective language usage implementation in various fields and to carry out more research on language as prerequisites for language planning and the upliftment of the Bahasa Malaysia standard. A study on basic aspect of the Malay language; a survey on language usage among users; the designing and implementation of national language mainframe; and the compilations and writings of the history of Malay language are primary projects launched in 1991.

The implementation of national language usage is another important activities of language development. For this reason, starting from this year the DBP the will publish and distribute more materials on language guide; promote the use of standard language in all sectors; increase and improve the language advisory services; supervise the use of language by giving briefing in all government departments, institutions and private firms; and launch a nation-wide language appreciation programmes.

2.3 Towards the development of the Malay literature

Literature development as interpreted from the DBP Ordinance 1959 means to encourage growth and expansion of literature written in the national language, and to introduce literary works as a medium of expression and as national identity to the outside world. In this area, DBP's responsibility as a provider of services is more towards a particular group of people, institutions, or associations, rather than users in general as mentioned in the language development programmes. Nevertheless, the consequence of the efforts is significant as a unifying factor of the different ethnic groups in this country.

Generally, the development of Malay literature is closely related to the cultural activities which obviously have been influenced by the form and content of Malay language. Therefore, discussions on the development of Malay literature will always correlate with aspects of the Malay language.

According to Nik Safiah, "Language is preserved through time by means of its written form, and (creative) literature is one of the most written form."³⁹ Realising that the DBP's existence is meant to be as a language and literary agency, she added, "It is, therefore, most logical for the Dewan to have as one of its objectives the development of Malay

literature, past and present." ⁴⁰

⁴¹
Hassan described literature development as part of cultural management which DBP undertakes together with language development and enrichment; the production of language and literary materials; and the distribution of knowledge in published forms.

In this part the focus of discussion is on literature development and enrichment and the production of different types of literature.

2.3.1 Literature development programmes

In literature development, DBP's task is not to set the standard of national literature achievement, but it assists the development process by promoting, developing and enriching the knowledge and heritage of Malay literature in particular and national literature in general.

As a provider of services, the 'commodity' and the service which are supplied and distributed by the DBP to the society are language, literature and books." ⁴² The DBP Act 1959 underlines the second objectives of DBP's establishment as "to promote literary potentials , primarily in national language".

Four approaches have been applied by the DBP to meet this objective,

- (1) by organising creative writing competitions;

(2) by organising seminars, courses, workshops and discussions on creative writings, literary critics and various aspects and issues on literature;

(3) by giving financial support, other facilities and advisory services to writers' associations to carry out their programmes which contribute to the fulfillment of DBP's objectives, in developing Malay literature as well as national literature;

(4) by joining effort with other organisations which have interests in promoting and developing literary potentials.

At the initial stage of DBP's formation, the emphasis was on the exploration and compilation of Malay literary works inherited from the Hindu, Islamic and Western influences. Research and study on the influence of a particular literary work on Malay way of life has also been carried out by the DBP.

Literature development programmes are implemented by the Literature Development Division which consists of:

- (1) the Literature Research Section, and
- (2) the Literature Activities Section.

Programmes are divided into two main areas, namely basic research or study of literature; and the development and promotion of national literature activities.

2.3.2 Basic research on literature

The aims of literature research can be broken down as follows:

- (1) to carry out research and prepare a manuscript which contains information, description and evaluation of the historical aspects of the classical Malay literature;
- (2) to develop more textual studies on classical Malay literature by transcribing a number of oral and written literature and publish them with a scholarly approach;
- (3) to carry out research in order to provide references on modern literature. Research findings will be published;
- (4) to carry out research on the latest development of national contemporary literature and to carry out comparative study of national, regional and international literature;
- (5) to introduce Malay literary works at regional and international levels and to share knowledge and experience with foreign scholars in research on classical and modern literature;
- (6) to study and evaluate works of Malaysian creative writers in order to underline a standard of achievement in Malaysian contemporary literature;
- (7) to study and provide literary materials and information for the heterogeneous Malaysians;
- (8) to award recognition and appreciation to literary

writers and researchers in terms of monetary and other benefits in order to upgrade the standard of writing in the national language.

Basic research is done on past and contemporary literature and followed by the compilation of research findings. Research on past literature is carried out for two reasons: firstly, to record the rich literary heritage; and secondly, to discover linguistic features from literary forms.⁴³ For contemporary literature, research and compilation is done as one of many ways to discover how language is used as a medium of esthetic expression and thought.

Research has started with a small number of programmes in 1959, and was carried out extensively during the sixties on selected folk-tales. Research was done comprehensively and covered aspects of literature and linguistics which are invaluable for documentation purposes. At first, the focus was on the country's local folk-tales, but later it extended to the various categories of folk-tales. By the end of 1966, DBP managed to record a total of 165 folk-tales, from which the total of eight were transcribed edited with annotations and published in simplified forms for general reading.⁴⁴ In 1961, four projects were carried out, which covered an editing of works on three Malay manuscripts; a study of the 'syair' (a traditional Malay poetry) form before the advent of the modern 'sajak' (a modern poetry); a study of Malay essays written between the two World Wars. Since 1957 to 1970, about 60 titles on Malay literary clas-

sic were published and until today this project is still goes on.

2.3.3 Literature development activities

In a developing country like Malaysia, lack of mass participation has led the DBP to launch various promotional activities which generally cover different groups of audiences. Among activities that have been implemented are discussed below.

a. Literature popularisation programmes

The aims of these programmes are to create a Malaysian literature and artistic atmosphere. This includes activities such as debates, the 'Minggu Sastera' (Literary Week); poetry readings; literary discussions; theatre and special coverage for press releases.

b. Literature promotion programmes

For a heterogeneous country like Malaysia, literature promotion is important to motivate and initiate the best literary creation among various ethnic groups, and to introduce literary potentials among students. Among the activities that have been carried out are DBP-Malayan Banking Short Stories Prizes; Literary Incentives Projects; Inter-schools Poetry Reading Competitions; TV Drama Script Writing Competitions; Islamic Literary Prizes and literary competitions

at the state level. For example, literary awards (for Sabah and Sarawak) have been introduced in 1991.

c. Writers' development programmes

To extend more opportunities in writing, potentials need to be assisted and guided by providing knowledge and exposure through workshops and courses to writing skills and theory. DBP has introduced a project called, 'Literary creation upgrading project' (Projek penataran penciptaan sastera); Dewan's Literary Club (Kelab Sastera Dewan) and it organises meetings for editors and journalists who are involved in promoting national literature.

A monthly literature magazine called Dewan Sastera which was first published in 1971 to date provides a special columns for potential writers to publish their works. And this opportunity has helped new writers to improve their creativity.

d. Activities at international level

One of DBP roles in this area is to organise meetings for local and international writers, artists and those who are involved in cultural development. They would share their experiences and ideas for intellectual development and the skill of writing enrichment. The most well-known occasion is the biennial Kuala Lumpur Poetry Reading, where poets

from all over the world are invited to Kuala Lumpur for the occasion.

e. Cooperation with non-governmental bodies

Cooperation with other bodies who are involved in literature development activities at the state and national levels is extremely important. This would help the DBP meets the organisational as well as national objectives in literature development. The most significant cooperation is established between the DBP and local writers associations, banks, foundations and firms.

DBP is working closely with GAPENA (the Federation of National Writers' Associations) and other writers' associations, particularly in encouraging talent; organising literary activities and giving financial support. Each year DBP contributes ten thousand Malaysian ringgits to GAPENA to finance its development programmes.

f. Literature appreciation upgrading programmes

Literature appreciation, particularly at educational institutions, from primary school to the higher learning, is important in order to inculcate the interest towards national literature among students apart from upgrading the standard of national literature teaching and learning.

g. Literary works translation programmes

Apart from developing various literary works in Malay language, Malaysian readers need to be exposed to great literary works which are written by authors and writers beyond the Malay-speaking world. Thus, translation programmes have been carried out on selected titles; to date, fifty-six literary works have been translated into Bahasa Malaysia.

h. Anugerah Sasterawan Negara

(National Literary Award)

This award is the highest recognition awarded by the Malaysian government to literary figures, every five years. DBP acts as the secretariat of the panel, and is responsible for evaluating and choosing literary figures whom have attained excellent achievement and whose works have contributed towards the development of national literature. To date five literary figures have won the award. See Appendix 1, Warkah Dasar Anugerah Sastera Negara (an information on the National Literary Award).

2.3.4 Services to writers for literature development

Literature research has contributed directly to the creation of a number of works which will be published later either in the form of monographs, books, encyclopedias, cassettes and videos. But this could not be done unless writers are motivated to produce their works. In providing services to

writers as part of literature development programmes, DBP has categorised them into three groups, and they are eligible for having the following benefits from the DBP.

a. Established writers

These writers include literary figures who won the National Literary Award, with the title 'Sasterawan Negara', well established writers; and academics who are involved in literature development. They can be appointed as DBP's resident writers, and receive monthly allowances of two thousand Malaysian ringgits; entitled to medical benefits; and other facilities for producing literary works on certain projects commissioned by the DBP for a very specific period.

For the 'Sasterawan Negara', DBP is working on special projects, namely a video production; a biography publication; and a biographical television production for each winner. These projects are invaluable for library collection and literary documentation purposes.

b. Well-known prolific writers

These are writers whose literary works are well accepted by the society. For this group, DBP has helped them by organising workshops, literature upgrading programmes; at the national and international levels. With such exposure, writers are having more opportunities in enriching their knowledge on literature, theoretically and practically.

A number of projects which have proved a great success are, first, the literature upgrading programmes, which were introduced in 1989. At the moment, under this programme, a writer is sent to Indonesia, to learn and experience living in local writers' culture and surroundings. He or she is entitled to a living allowance of five thousand Malaysian ringgits during the stay. To date four writers have got the opportunities to join this programme. This will be an annual project under the literature promotional activities.

Second, selected writers are representing the country to writers' meetings which are held overseas. At the regional level, the most significant occasion is the SEA Write Awards presentation, held annually in Bangkok. This is the highest recognition given by the Thai government to a literary figure from each ASEAN (Association of South-East Asian Nations) country for the best achievement of literary works and for his contribution in regional literary development. Each year five winners who represent the five ASEAN country win these awards. The opportunity to represent the country at this important meeting, somehow will motivate local writers to continue writing and improve their works in future.

c. New writers

New writers, especially those who have shown great interest in literary works, have a very wide channel to explore their

talents, primarily by entering writing competitions; by taking part in writing workshops which are normally organised by local writers' associations, at which occasion, the DBP is giving advisory services.

2.3.5 Literature development budget and performance

In the Fifth Malaysia Plan, for the duration of 1986 to 1990, the budget for literature development is 3.5 million Malaysian ringgits. By the end of 1989, the amount spent on literature projects was about 1.2 million Malaysian ringgits, whereas the allocation made was 1.3 million Malaysian ringgits.

From this amount, 27.6 percent was spent on research; 60.2 percent on literary development activities; 11.1 percent on the National Literary Award and 1.11 percent on administrative and general expenses of the Literature Development Division.⁴⁵ About 1.7 million Malaysian ringgits was spent on the publication of literature books. This activity is carried out by the Publishing Department.

Literature development programmes that have been carried out during that period emphasised the literature development activities rather than research. However, a number of researches done have contributed to the collections of classical literary heritage. These include the five manuscripts of the classical Malay literary heritage; biographies of four authors; transliterations and transcriptions

of the oral Malay literature and manuscripts; and the Malay literature of ASEAN countries.

Table 2.4 illustrates the allocations and expenses for the year 1986 to 1990. The figures show an increase in the allocation for literature development, however, the money spent is less than what was allocated even toward the end of the five year period. For example, an amount of 872,728 Malaysian ringgits was allocated for 1989's projects and the expenditure was only 217,816 Malaysian ringgits.

Table 2.4: Allocations and expenditure for literature development programmes, 1986-1990 (\$MYR)

Years	Allocations	Actual spending
1986	543 431	409 137
1987	583 784	234 545
1988	513 085	324 487
1989	872 728	217 816
1990	990 355	-
Total	3 513 383	1 186 045

Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, p. 13, unpublished.

Only one third of 3.5 million Malaysian ringgits allocated⁴⁶ has been used by October 1989. Unfortunately, no information is available to explain such condition, even in the budget proposal. The following statement in fact was mentioned in the proposal, "there are projects, especially research, which takes between two and three years to accom-

plish."⁴⁷ Therefore, an allocation which was estimated for a particular year can only be charged into the following years' vote, that is after the actual expenses have been incurred. And when the budget for the following year is proposed, more allocation is needed for a programme which has not yet been completed, especially a long term research. A number of researches will be pursued in the Sixth Malaysia Plan 1991-1995. In a proposal of the Sixth Malaysia Plan for the literature development programme, it is stated that,

... a small amount spent on literature development does not indicate that the programmes implemented were less significant (than the publishing programme).⁴⁸

The amount was spent on research and activities, whereas the expenses for publishing research findings is charged under publications. Table 2.5 illustrates the expenditure on projects and emoluments for the Fifth Malaysia Plan, which was approved by the Treasury.

Table 2.5: Allocations and emoluments for literature development projects, 1986-1990 (\$MYR)

Years	Allocations		Total
	Projects	Emoluments	
1986	548 431	573 155	1 121 586
1987	543 784	584 575	1 168 359
1988	518 085	626 591	1 144 676
1989	872 728	654 94	1 527 670
1990	990 355	699 940	1 690 295
Total	3 513 383	3 139 203	6 625 586

Source: *Ibid.*, p. 14.

In 1991, the expenditure has been increased by 30 percent from the previous year. The estimated administrative and general expenditure for the Literature Division is 1.5 million Malaysian ringgits, from which, 750,000 Malaysian ringgits is allocated for projects and 719,147 Malaysian ringgits⁴⁹ is meant to finance emoluments and pensions.

Twenty projects have been planned for this year are: four new projects; five carry forward projects; and twelve annual projects.

To get some ideas on the implementation of literature development activities, Table 2.6 illustrates the project and performance for 1989 and the expected performance for 1990 and 1991.

Table 2.6: Literature development activities, implementation and performance, 1989-1991

Activities	Performance		
	Achieved 1989	Expected 1990	Expected 1991
1. Literature popularisation programmes			
Literature weeks	1	1	1
Poetry and short stories readings	8	10	10
Literature discussions	8	10	12
Dramas	1	5	5
Literature articles in newspapers	-	24	24
Literature production on tv.	-	12	12
Television drama scripts preparation	-	4	6
Film scripts preparation	1	1	1

Literature great debates	1	1	1
Literature talks for:			
educational institutions	12	15	10
general audience	24	24	24
Literature talks on radio	20	24	-
Literary figures gatherings	1	1	1
2. Literature promotion programmes			
Manuscripts assessment	30	30	30
Grants for literature development activities:			
no. of receivers	11	16	20
Poetry reading competitions for primary schools	1	1	1
'Adopted writers' projects	3	3	3
The Islamic Literary Prizes	3	5	5
DBP-Maybank's Short Stories Prizes	12	12	12
Resident writer	-	-	1
3. Writers' development projects			
Creative writing workshops	1	1	1
Literature creation upgrading projects	2	2	2
Literature editors meetings	-	1	1
Literature Club: no. of memberships	195	255	250
4. Activities at international level			
Kuala Lumpur Poetry Reading	-	1	-

Source: Ibid., pp. 25-27.

These figures show that in literature development programme there is not much significant programme and effort in comparison to what has been implemented in the language development programmes. For example in bringing the Malay literature to the people, there should be more programmes and articles on TV and newspapers respectively. Therefore the frequency of articles on literature in newspapers and pro-

duction on air for instance, may need some reconsideration if the objective is to encourage literature appreciation among the masses.

2.4 Towards the implementation of the National Education Policy

Education is the responsibility of the Federal Government. Education as defined in the constitution includes elementary, secondary and university education; vocational and technical education; training of teachers; registration and control of teachers, managers and schools, promotion of special studies and research as well as scientific and literary societies.

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The Malaysian education policy was formulated against the historical backdrop of divergent communal aspirations and sentiments during the colonial administration and the general feeling of understanding amongst the different ethnic groups. It laid the foundation for achieving a national system of education for all communities, oriented towards the Malaysian outlook and in which Bahasa Malaysia is the main medium of instruction.

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Education is viewed as a vehicle for transforming a heterogeneous traditional plural society into one that is united, democratic, just, progressive and liberal. Therefore, the whole system is geared towards nation-building. With the enforcement of the National Language Act of 1967, the phase

of the implementation of national language usage in the education system as well as in the administration has speeded up, as stated by Tunku Shamsul Bahrin as,

The policy of gradualism in the change to Malay as the language of education and government, as represented by the National Language Act of 1967 was accelerated.⁵²

This system was proposed by a committee formed since 1956. It consisted of 15 members of the Legislative Council, headed by the Minister of Education, Dato' Abdul Razak bin Dato' Hussein.⁵³ The report of the Education Committee is well-known as the Razak Report, and was legislated as Education Ordinance of 1957. Among its proposals was, to make Malay a compulsory subject in all schools.

The Report had provided for a complete reorientation of the nation's education system and the status of education in the national language was greatly uplifted.

Before 1957, the year of Independence, the education of the country was largely dependent on imported books, mainly in English, which was the main language of education then. The function of Malay in education was only secondary to English. Local writing and publishing of educational books in the vernacular language, particularly in Malay, was negligible. Textbooks for the Malay-medium primary schools were mostly prepared and published by the Pejabat Karang-Mengarang (the Publication Department) of the Sultan Idris Train-

ing College, a college that trained teachers for the Malay
54
schools.

After independence, the role of the Pejabat Karang Mengarang was practically taken over by the DBP, particularly to produce the urgently-needed books in the national language, to meet the requirements of the new educational system. Thus, the publication of school textbooks was immediately put down as a priority in DBP's programme.

During the sixties DBP has started to be involved in textbooks publishing and later was seriously involved in the Textbooks Loan Scheme which was launched in 1975 by the
55
Ministry of Education. Under this Scheme, the DBP was the sole agency which was commissioned by the Ministry to publish and distribute textbooks to all primary schools in Malaysia.

Within a period of less than ten years, in 1965, the first batch of Bahasa Malaysia-medium students entered the University of Malaya to pursue their degree courses in the lan-
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guage. In 1971, the Bahasa Malaysia-medium, Universiti Kebangsaan Malaysia (the National University) was established.

The University of Malaya then was continuing the efforts in making the Bahasa Malaysia its main medium of instruction. Other universities in this country, namely the Universiti Sains Malaysia (Science University) in Penang, Universiti

Pertanian Malaysia (the Agricultural University), Universiti Teknologi (the University of Technology), and Universiti Utara Malaysia (Northern Malaysia University) have their own plans to teach fully in Bahasa Malaysia.

The only university which is fully taught in foreign languages is the International Islamic University, in which the media of instruction are English and Arabic.

The implementation of the National Education Policy is closely related to the Bahasa Malaysia book development programme. In 1957, the serious shortage of books in Bahasa Malaysia became the real problem to teachers and students teaching and studying in the first ever Bahasa Malaysia-medium secondary classes established under the New Education Policy.

Again, in the seventies when the Universiti Kebangsaan was established, DBP was directed by the Ministry of Education to support these policy changes through its publishing programme. Under this programme, the DBP has attempted to provide translation of textbooks in various disciplines, especially on social sciences and pure sciences. ⁵⁷ As a result, 200 titles on basic subjects were written and translated, under the name of the SINAR Project, which was launched in 1977.

Under this project, local researchers and academics were encouraged to carry out research and to write on basic

subjects in various disciplines which are taught in the universities. About one hundred university lecturers participated in the discussion on this programme, which was held at the DBP. Under this programme, DBP is providing rooms for them to work; a sum of money; language advisory services; and other writing facilities as incentives. ⁵⁸

When the Ministry of Education set up the Textbooks Bureau in 1968, the emphasis was on improving the quality of textbooks used in schools. ⁵⁹ In the 1975, the Ministry introduced the Textbook Loan Scheme, whereby, in all national primary schools, the pupils would have the loan of textbooks for the year. To support the changes, DBP, in 1975 began publishing a new Ministry of Education series of textbooks covering the subjects taught in primary schools.

In fact, DBP and other publishers, were urged by the Ministry of Education to plan a national strategy and programme to ensure that they play a more effective role in providing books, to meet the national needs, because by 1983, the government wanted to have implemented the use of Bahasa Malaysia as the medium of instruction. ⁶⁰ The government is implementing the Three Rs' System (Sistem 3M) ⁶¹ in which 293,720 of standard one pupils were involved in 1982, 300,780 pupils were involved in 1983 and 305,360 pupils in 1984. Again DBP has been commissioned to supply a few titles, especially on morals, history and the Islamic religion. ⁶²

In 1981, when the National Education Policy was fully implemented (from standard one of the primary school to the first year of university by 1983), DBP took a more global strategy to bring together academics in helping the nation as well as the DBP to enhance the textbooks programme. A conference of 300 lecturers representing all higher institutions was held at the DBP. One of the resolutions of the conference was the formation of an Advisory Committee for subjects taught in all higher institutions.

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This Committee is responsible for the following tasks:

- (1) to plan the writing and translation of books on various subjects;
- (2) to select writers, translators and referees;
- (3) to decide on titles (for writing and translation programmes);
- (4) to plan the publication's schedule.

The significant outcomes of this project were five hundred titles of books that needed to be published by the DBP; which seemed too ambitious.

In 1985, a survey of the actual needs for reading and reference materials for the institutions of higher education was carried out as joint effort between the National Book Development Council and the DBP. The findings were that there was a shortage of basic readings and textbooks on more than two thousand courses which were taught at universities.

Between 1986 and 1989, out of 980 new titles published by the DBP, 178 were translations. For the period of the Sixth Malaysia Plan (1991-1995), DBP aims to publish four hundred titles, or twenty percent of the outputs.⁶⁴ DBP, however, can only meet this target by commissioning those projects to free lance or external translators and editors, as well as offering the prepress and printing jobs to the private publishers. Since this is a national crisis, a serious consideration which was given by the DBP is justified. DBP has treated this as an obligation, which has lead the DBP to change some of its practices.

The NADI Scheme was launched in 1988, through which the DBP has acted as a quality controller to the translation works which are subcontracted to private publishers. For the first time since this Scheme was launched, until March 1990, and in the capacity of five editors, the DBP is handling 226 titles at different stages as follows:

Translation : 47 titles

Editing: 56 titles

Typesetting: 22 titles

Proof: 24 titles

Make up: 67 titles

Films: 1 title

Printing: 9 titles

⁶⁵

Apparently, DBP's achievement in publishing books for the institution of higher education is another social obligation

in meeting the full implementation of the National Education Policy as proved by the number of textbooks for higher education published by the DBP from 1970 to 1990, as shown in Table 2.7.

Table 2.7: Number of titles by disciplines, published by DBP, 1970-May 1990

Disciplines	Originally written	Translated	Total
Pure sciences and applied sciences	168	150	318
Social sciences, language, geography, religion, philosophy and others	814	154	968
Total	982	304	1 286

Source: Sha'ari Abdullah, 1990, p.9, unpublished.

The fact that DBP went into book publishing of school textbooks on a large scale has changed the DBP's role and the principle function from a provider of services to a producer. The aftermath of role changing of this agency will be the main focus of Chapter 3. In fulfilling its social responsibility, DBP has successfully met fifty percent of the needs, whereas the rest were supported by private publishers.

Thus, the DBP's role for the dissemination of knowledge in Bahasa Malaysia is an important responsibility in achieving an effective implementation of the government policies and aspirations. Knowledge, books and education contents are

the main outputs of the DBP, which have a very significant contribution to the policies and aspirations for nation building. It has role to create a united, dedicated, intellectual and well respected nationality-- the Malaysian.

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CHAPTER 3

DBP'S NEW ROLES

3.1 The needs for role changing

Language and literature are the main areas of historical heritage. And the role of the DBP as a custodian for both fields is recognisable over the years. Thus, DBP needs to have a more strategic approach to coping with both roles especially in facing the twenty-first century. This approach will be discussed briefly in this chapter and comprehensively in Chapter 5 and 6.

The DBP can be considered as a main partner in managing the Malaysian culture. Via its role as the agency for the development of language and literature, it has created and laid the direction, the forms, the contents of language and literature corpus which have become the national and regional agendas. Nevertheless, the language cannot function effectively and cannot meet the communicative needs of the masses, either in their pursuit for progress and development or for individual advancements, unless it is used, popularised and disseminated extensively and intensively.

Realising the importance of the needs for a good reading materials in Bahasa Malaysia for effective communication and because of socio-economic factor, the government has already foreseen that DBP has to be functionally adjusted to meet

those needs by becoming a producer. With a new role as a publisher, the DBP has not only produce standard Bahasa Malaysia reading materials per se, it is also required to relate its publishing activities to the objective of nation building.

The policy of institutionalisation by which the language is directed to be used in all the major spheres of the state's affairs--in the administration, the legislature, the judiciary and in the education system--has encouraged the assimilation and adaptation processes of the language. But ultimately, the effectiveness of the language as a medium of communication in the modern era can only be measured by the availability of the literature written in a particular language. Hassan stated that,

Herein lies the importance of publishing in Bahasa Malaysia in relation to the Dewan's language development function. Books in Bahasa Malaysia are more than just aids to education and conveyors of knowledge. They are the best media through which the language can develop its expressive potentialities, codify its newly-coined specialised terminologies and crystal-¹lize its written styles.

Books are important to the educational, economic, spiritual, and intellectual development of the nation. Thus, a sound publishing industry is essential to national development. In Malaysia, the total book needs of the nation are not

usually known and this makes it difficult for the publishing industry to know exactly what the needs of the nation really are, and the extent of its involvement in terms of resource commitment to meet the needs.² Hassan stated that:

...without a knowledge of the total book needs of the nation, the total productive resources available in the country can be wasted in the production and publishing of books which do not widely meet the real needs of the nation.³

Therefore, a comprehensive survey needs to be conducted before hand as a prerequisite in providing books for the nation, in this case, is in meeting the objective of the education policy.

3.2 The DBP as a publisher

The government, in implementing the National Education Policy, had confidence that only the DBP could be the best partner in solving the national book crisis in the sixties and seventies. Under a crash programme which was specially devised to meet an urgent need for primary textbooks in Bahasa Malaysia, DBP was commissioned to publish and distribute textbooks to all primary schools in Malaysia. Naturally, with the new task, DBP has set a new and significant role--from a provider of services to a book producer. This was an added responsibility, and has not replaced the principle role as the language and literature custodian.

DBP is the driving force for increasing the number of Bahasa Malaysia publications in Malaysia, meeting the needs of the National Education System and in promoting the use of the national language in the country. It plays an important socio-economic role that a private sector cannot fulfil. The core skill of DBP in this area covers a multiplicity of subjects and age groups. As it stands, the development phase of the Bahasa Malaysia has still more to accomplish. In the seventies, the Director at that time, Hassan Ahmad, felt that priority should be given to books in the following categories:

- (1) higher education textbooks and reference books;
- (2) literature and language books;
- (3) children's reading materials;
- (4) books on selected areas of general education.

4

Apart from books, magazines and journals are outlets for channelling information and disseminating knowledge and thought in Bahasa Malaysia. This activity has contributed to speeding up the phase of developing and popularising the language and literature among the society. However, the focus of interest and activity of DBP during the seventies might suggest that the DBP has moved away from publishing primary textbooks, the major focus of DBP's publishing programme in the sixties.

After 1975, the DBP had a monopoly on the provision of textbooks for national primary schools and has become the leading publisher in coping with the lack of textbooks and reference materials for university students. Equally, it is responsible for publishing adults books, which are not commercially viable but necessary for the nation at large.

It is primarily involved with the publishing of books that the private sector purposely ignores. Whatever profits made are ploughed back into the publishing and subsidisation of more social books for the market at large. To date, the DBP has become a leading Bahasa Malaysia books and magazines publisher in Malaysia.

3.3 DBP's publishing activity

Publishing is one of the main activities of the DBP as stated in one of its objectives as:

to print or publish or assist the printing and publishing of books, pamphlets and other forms of literature in national language and other languages.⁵

The role of a language and literary agency which becomes involved in the publishing business could be rather peculiar. But this is not true in the case of the DBP. In fact it comes out as a model for this region, and perhaps even for the world for having multiple tasks, as a language custodian, literature developer and publisher. The tasks

require DBP to devise different physical setups, and employ different skills and professionals.

Even though language agencies are also found in other countries, publishing is not one of their major activities, thus, the governments of those countries have set up separate publishing houses. Indonesia, India, Bangladesh, the Philippines and Thailand have their own language agencies,⁶ but these agencies main function is language development.

Publishing activity is complementary to the language and literature development and enrichment programmes. To the DBP, the language and literary corpus would not be able to reach the masses effectively and thoroughly unless it is created and presented in certain forms and contents to the different audiences. It is difficult to imagine how a language can be developed and enriched without a written literature--the books and other reading materials. Therefore, it is important for the DBP to stress the spreading of a language corpus through publishing.⁷ Hassan viewed this as the 'language cultivation' process.

To ensure the audience is widely covered, DBP has diversified its publications, which range from language guide pamphlets to children's books, journals, magazines, dictionaries, encyclopedias, and scholarly books. And the audience ranges from the preschool-age group, adolescents, and general readers to university students, scholars and professionals.

Dewan Bahasa dan Pustaka's contribution to the total book production in Malaysia is illustrated in Table 3.1.

Table 3.1: Number of titles, published by DBP,
1956-June 1989

Years	Number of titles
1956-1959	32
1960-1969	313
1970-1979	782
1980-1989	1 824
Total	2 951

Source: Planning Division, 1990, p. 8.

Apparently, the main focus of publishing in this country in the past twenty five years still textbook publishing. These books are written strictly according to the government curriculum, and provided all kinds of supplementary reading materials for pupils, mostly examination-oriented, work-books, etc.

The average annual book production is about 1,500 titles; more than sixty percent are school books; twenty-five to thirty percent are general books and about ten percent university textbooks and scholarly works. Since various activities are involved in producing the different types and categories of publication, the DBP has set different publication objectives to ensure they meet the DBP's objectives.

3.4 Objectives and activities

3.4.1 Objectives of book publishing

The DBP considers the role of publishing as important to achieve the following objectives:

- (1) to extend and to upgrade the usage of Bahasa Malaysia;
- (2) to speed up the lexical expansion and the assimilation processes of the language;
- (3) to meet the national education needs;
- (4) to assist the nation building process via dissemination of knowledge in various disciplines.

3.4.2 Objectives of magazine and journal publishing

Magazines and journals have been a significant and effective channel of disseminating general knowledge or information in a specific field as well as the latest development of language to all levels of users.

3.4.3 Objectives of dictionary and lists of specialist vocabulary publishing

The language corpus and language development programme of this country have reached a stage of steadiness and is undergoing the language assimilation and adaptation processes. To speed up the phase, authentic dictionaries for general use and specialist reference materials are needed.

This will help the effort in making the Bahasa Malaysia a language that can express even sophisticated knowledge or ideas.

3.4.4 Objectives of encyclopedia publishing

Encyclopedias are another important publication which are meant to be the source of reference for scholars, academics, general readers and students either on specialised areas or general areas in the Bahasa Malaysia.

3.5 An organisational and functional set-up

The DBP's Sixth Malaysia Plan stated that,

the internal strength of the DBP lies in the number of editors and other staff who are involved in publishing activities, finance, machinery and other publishing equipment.⁸

At present there are 460 people involved in DBP's publishing activities, with a strength of 128 editors and 125 staff employed in book publishing activities, and the rest are responsible for encyclopedia, journal and magazine publications and supporting services (designing, copyright and production).⁹

Publishing activity is run by the Publishing Department (see Exhibit 2), which consists of:

- (1) Textbook Division;

- (2) General Publication Division;
- (3) Magazine Division;
- (4) Copyright and International Affairs Unit;
- (5) Production Unit;
- (6) Design Unit;
- (7) Encyclopedia Division;
- (8) Publication Management Unit;
- (9) Printing Unit.

Publishing activity is also carried out by the Translation Division, which is directly under the supervision of the Director General's Office. Thirty editors and eleven staff are employed under this Division.¹⁰

3.6 Scope of publications

The DBP produces publications in the following areas and for different categories of audiences:

- (1) Books on language: these publications comprise specialist vocabularies; spelling compilations; books on Malay grammar; and other aspects of Malay language written with a scholarly approach;
- (2) Literature books: books in this category include creative works such as novels, anthologies of short stories, drama, poetries and noncreative works such as criticisms and books on theory of literature;
- (3) Textbooks for primary schools;
- (4) Textbooks for secondary schools;

- (5) Books on various areas for the general reader;
- (6) Adolescent's books: books for this group comprise creative works (novels, short stories, poetries, drama) and books on general knowledge.
- (7) Children's books: books for this group include fiction and non-fiction.
- (8) Scholarly books: this publication is meant for institutions of higher education students; scholars and specialists and has a very wide coverage.

Until 1990, about fifty percent of books published by the DBP were books on language and literature, and another fifty percent books on social sciences, pure sciences, applied sciences which contribute about 33 percent of the total titles published. Seventeen percent are books on geography, Islamic religion, arts and culture, general interest and philosophy.

Table 3.2 illustrates the total number of books by discipline published by the DBP from 1956 to 1989. During that period, DBP has published 2,951 titles. The figures indicate that publishing activities have increased tremendously in the eighties. This was because of the extensive implementation of Bahasa Malaysia as the main medium of instruction in the institutions of higher education.

Table 3.2: Total number of titles by disciplines, published by DBP, 1956-1989

Disciplines	1956-59	1960-69	1970-79	1980-89	Total
Literature	11	87	303	706	1 107
Language	9	59	103	187	358
Social sciences	4	25	83	260	372
Pure sciences	4	45	90	215	354
Applied sciences	1	17	40	182	240
Geography & history	2	59	73	87	221
Religion	-	2	30	79	111
General	-	1	1	9	11
Arts	-	7	15	37	59
Philosophy	1	11	44	62	118
Total	32	313	782	1 824	2 951

Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, Table IV, Appendix 4 A, p. 9, unpublished.

3.6.1 Textbook publishing

Textbook publishing is not nationalised in the real sense by the Malaysian government. What it has done is to exercise a certain amount of control over the freedom of the publishers to bring out any kind of textbooks they wish. The Ministry of Education controls the quality, both content and physical quality.

The appointment by the Ministry of the DBP to publish and distribute all primary textbooks under the School Book Loan Scheme which was introduced in 1975 has proved advantageous. Under this scheme, the government buys all primary textbooks published by the DBP and approved by the Ministry to be

loaned to all National Primary schools in the country. ¹¹

This scheme is implemented as follows:

(1) Forty two percent of students in Primary 1 to Primary 6 of the former English stream schools will be supplied with books which are selected by their schools according to the government list of textbooks.

(2) Fifty eight percent of the students, who must come from the richer parents, will have to buy the books in the open market at the prices approved by the government.

(3) All primary school using Tamil or Chinese as a medium of instruction respectively get 98 percent and 69 percent aid.

(4) All national-language and English media secondary schools receive 86 percent aid. ¹²

Such distribution was made based on the socio-economic factors and in coping up with the language proficiency among the pupils in the Tamil and Chinese schools. In the former English stream schools, the medium of instruction is Bahasa Malaysia. Their pupils normally come from well-income background, therefore, the aids provided is less than the Tamil schools. Such aid is provided to the Chinese medium schools primarily because the government wants to speed up the language teaching and learning amongst the Chinese.

The Ministry of Education is the largest single customer, accounting for about 70 percent of the total sales revenues under the Textbooks Loan Scheme.¹² These books will be distributed by DBP's agents throughout the country. At present, these agents receive ten to fifteen percent commission from the DBP. Under the Textbooks Loan Scheme, commission paid to agents for distributing DBP's books amounted to some 6.8 million Malaysian ringgits in 1988.¹³

When the New Curriculum for the Primary School (Kurikulum Baru Sekolah Rendah or KBSR) was introduced in 1982, new primary textbooks were needed gradually; and again the DBP was asked to be the sole publisher of the KBSR textbooks. From 1986 to 1988, there were 65 titles of books for the primary and secondary schools, as compared to 603 titles in other categories. See Table 3.3.

Table 3.3: Number of primary and secondary school textbooks published by DBP, 1986-1988

Years	Primary school	Secondary school
1986	8	31
1987	12	4
1988	10	-
Total	30	35

Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, p. 11.

The role of textbook publishing is very significant to the DBP, particularly for its contributions in subsidising DBP's annual expenditure. See Table 3.4.

Table 3.4: The comparison between textbook sales revenue and total expenditure, 1986-1988 (\$MYR)

Years	Textbook net sales (a)	Expenditure (b)	Percentage (a)/(b)
1986	30 959 235	33 534 442	92
1987	31 044 425	62 930 555	49
1988	32 301 549	58 240 498	55
Total	94 305 549	154 705 495	60

Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, p. 12.

Nearly fifty percent of this expenditure is covered by textbooks sales revenue. In fact, the sales of textbooks represents about 90 percent of the total sales revenue. In 1988, DBP made a profit of 21 million Malaysian ringgits which mainly came from reprints. In the same year, the Textbook Division sold 55.2 million Malaysian ringgits worth of books of which 41.2 million Malaysian ringgits was sold to the Government under the Textbooks Loan Scheme. Over eighty percent of the sales are KBSR books, whilst the rest are KBSM books.¹⁴ This Division has incurred 27.3 million¹⁵ Malaysian ringgits in expenses.

Since the implementation of the National Education Policy is elaborate, and covers the secondary school and tertiary education, the provision of sufficient books and reading materials in Bahasa Malaysia is urgently needed. Again the DBP is involved in publishing some titles for the secondary schools under the New Curriculum for the Secondary School

(Kurikulum Baru Sekolah Menengah or KBSM). To the DBP its participation in textbook publishing has fulfilled dual-purpose--the social and economic objectives. Textbook publishing according to Hassan,

...was obviously the most urgent thing to do in the 1960's and this left Dewan with very little thought to develop other equally important areas of publishing in any serious way. The situation is now changing. Demands for books in Bahasa Malaysia is growing very significant developments have already taken place in other areas of publishing, particularly in the publishing of general books.

3.6.2 General books publishing

Specialisation in the publishing of general books is planned to fulfil a greater need for the growing number of Malaysians who are educated in Bahasa Malaysia, professionals and for intellectual readers.

The establishment of a General Publication Division in 1975 was meant to specialise in general book production. However, the organisational set-up of this division is structured to carry out book publishing activities for all age groups and in a wide area which is illustrated as below.

a. Language and linguistics books

Books on language and /or linguistics which are related to the various aspects of Bahasa Malaysia are an important source of reference for specialists, professionals and general readers. The whole activity, particularly the editorial process is carried out by the Language Book Unit. Its main focus is on general guide on language usage both for learning and teaching purposes; Malay linguistics with academic approach; compilations of specialist vocabularies; books on language usage in specialised fields, for example in banking and business transaction, medical, and legal.

These books are written both with popular and scholarly approaches. However, the publication of the dictionary is carried out by the Language Department, under which there is a group of lexical editors who are involved from the initial stage of lexical planning until the publishing stage.

With the strength of five editors, the Language Book Unit manage to publish an average production of 21 titles per year, that is an average of five titles per editor. Between 1989 and March 1991, there were more than sixty titles of books in this category published by the DBP.

DBP has already planned to compile and publish 36 dictionaries of specialist vocabularies. In 1991, six dictionaries on medicine, physics, computers, economics, ecology and etc. will be published.

b. Literature books

From the formation of the DBP up to 1985, literature book publishing was carried out by the Literature Development Division as part of the literature development programme. But in 1986, these activities were coordinated with other publishing activities that have since been carried out by the General Publication Division.

The publication of literary work, both creative and non-creative is an important function of the DBP as a literary agency. Creative work includes novels, anthologies of poetry, anthologies of short stories, drama and prose. Non-creative work comprises books on theory of literature, literary criticism and great ideas on literature from different schools of thoughts, both original and translated editions. These works were acquired through the following channels:

(1) Solicited:

- (a) Writers are approached by the DBP's editors to write on specific areas or themes;
- (b) Manuscripts are developed by the Research Unit of the Literature Development Division and sent to the Literature Book Unit, under the General Publication Division;
- (c) Literary works acquired by organising creative writing competitions. Those who win the competitions are given the privilege of getting their works publish

by DBP. A number of well-known competitions have been discussed in Chapter 2 under the literature promotion activities.

(d) Translated works. Great literary works, both creative and non-creative which were written with scholarly approach are translated and published by the Translation Division.

(2) Unsolicited:

Writers send in their manuscripts which later will be evaluated by the editorial board to decide on whether such works are acceptable or vice versa.

In the sixties, the performance of literature book publishing especially creative works was very encouraging, because within a period of ten years since its establishment, it managed to produced 224 novels. In 1964 itself, sixty novels were published. In the seventies there was a slight increase in the number of titles, to more than eighty, and in 1976, 26 titles were produced.¹⁸ However, the quality of the works was substandard due to the difficulties in acquiring good manuscripts.

In 1989, 43 titles were published, and 24 titles were reprinted.¹⁹ Through various efforts in acquiring good manuscripts of literary works as discussed in Chapter 2, it is expected that more titles will be published in future.

c. General books

Publication under general books comprises works in areas other than literature and language. Basically, the objective of general book publishing is to stimulate the mental and intellectual development of the adult population. Since it has a wide area of coverage and audience, there is an advantage in focusing on certain areas for each five years of publishing planning.

In the seventies, the focus was on simplified and guidance series on management, law, business and family guides; in addition to individual titles on politics, economics, communication and other human interest.

In the eighties, books on the Malay culture, philosophy and civilisation and law were given a higher priority. And in the nineties, the focus will be on philosophy, law, high culture and thought, Islamic civilisation, and a compendium of books on Malaysian cultural heritage. The target audience of adult book publishing ranges from general readers, to professionals, researchers and scholars.

For this reason, general publishing activity has ranges of formats and presentation, from serious reading materials with scholarly approach to general readings and illustrated books with luxury finishing. Such approach and presentation will stimulate the mental and intellectual development of the above-mentioned readers.

Generally, the production of general reading books for adults is increasing both quantitatively and qualitatively. Some titles in this category have won a number of awards in the competitions either organised by the National Book Development Council of Malaysia or the language awards of a jointly organised competition by Public Bank-Persatuan Linguistik Malaysia. In 1989, twenty new titles were published and eight were reprinted. The number was increased²⁰ to forty titles in 1990.

d. Adolescent's Books

Adolescent's book publishing is another area undertaken by the DBP. The aims of this activity are to provide materials for knowledge enrichment and to develop creativity among juveniles, and to inculcate a great interest and appreciation towards the value of knowledge, the nation, Malaysian history and cultural heritage, and national literature. It also aims to develop optimistic, critical and inquisitive attitude among juveniles who are between 13 and 18 years old.

Since the private sector participation in this area is minimal, DBP feels that it has to fill up the vacuum and there must be a serious effort to meet the juvenile mental development needs. Market research has shown that there is a potential market in juvenile reading materials. Market response for some titles is promising. For example, a

novel called Ibuku Sayang is now in its sixteenth reprint.²¹
In the 1989, forty four new titles were published and 15²²
reprinted. The number is increasing in 1990 to 56 titles,²³
both creative and non-creative. Some of them are recom-
mended as supplementary reading at secondary schools by the
Ministry of Education. With this condition the DBP is al-
ready assured of the market, and profit can easily be made
out of its sales.

e. Children's books

Hassan felt that the importance of children's book publish-
ing is dual purpose, to promote reading consciousness among
Malaysian children and to inculcate in them the love for
education and learning through regular reading.²⁴

The publishing activity is entrusted to the Children's Book
Section which recently has operated independently from a
unit which was used to be known as Children's and
Adolescent's Book Unit. It handles books for children from
preschool-age to eleven years old. The publishing scope of
this unit covers children's picture books, illustrated story
books, novels, anthologies of short stories and poetry.

Between 1975 and 1989, 280 titles of children's books were
published, an average of twenty titles per year. In 1989,
itself the production of children's books has dropped--it
managed to produce four new titles and seven reprints. This
was due to the lack of editorial staff, lack of good manu-

scripts and managerial uncertainty in the potential for children's book publishing.

In the nineties, a major reshuffle and review on this area is taking place. The children book publishing has launched a new strategy, where the scope of publishing is getting bigger, with a major focus on academic books, creative works, translation works from foreign languages, and vice versa (this will include co-publication programmes); non-creative or informative books and newsletters.

To extend the scope and to establish cooperation in the children's book publishing business, co-publication programmes with other international bodies are organised. The bodies involved are, Asian Cultural Centre for UNESCO, UNICEF, Royal Embassy of Denmark (in Malaysia) and ASEAN (the Association of Southeast Asian Nations). To date there are 23 co-published titles produced by the DBP.

3.6.3 Higher education book publishing

The DBP considers that the provision of Bahasa Malaysia books for the institutions of higher education as a priority. None of the local publishers are interested to come forward, as this is a difficult area, especially when it is written in Bahasa Malaysia. The problems identified are lack of qualified and experienced writers, translators and editors in this area; high costs of production; and limited market.

DBP started to publish Bahasa Malaysia books for higher institutions in 1965 by translating an impressive list of English books which were selected for the 'crash programme'. However, more serious effort was taken by the DBP to overcome the higher education book crisis by introducing Translation and Publication of Higher Education Book Scheme.

This Scheme was launched in 1988²⁵ and is strongly supported by the Minister of Education through his directive made on the August 13, 1987 that, "he agreed and has directed the DBP to use its own fund for financing this project."²⁶ This is a social obligation that is now being taken up by the DBP as one of many ways to overcome a book crisis which occurs among students and lecturers in the institutions of higher education.

Under this Scheme, the DBP is working to translate and publish five hundred books within five years, which started since 1987 to 1992. And this will cover all disciplines which are taught in all universities in Malaysia. The decision on areas and subjects that will be given priority is based on a survey of the number of university students and lecturers who are potential users of the book as their reference. Thus, a comprehensive mapping of disciplines and sub-disciplines was carried out by the DBP together with local university as a guide to the title building and planning process.

In the first place, basic reference books for the important disciplines will be the priority. Once this is satisfactorily fulfilled, a more advanced reference books is treated as the next project.

Under normal circumstances, the publishing of translated work for a book of average of 450 to 500 hundred pages will take about four to five years. One of the main reasons for this delay is lack of professional translators. Normally they will take longer period to translate, especially when the subject is new and highly technical. Lack of professional free lance editor also contributes to this problem.

The problem of getting a copyright clearance from the original publisher has also caused such delay. Thus, the removal of identifiable constraints is necessary to enable urgently needed books to be available in the market when they are demanded. One of the constraints is the existing publishing procedure. All this while there has been a one man business--DBP has undertaken the whole responsibility--coping with translation, monitoring translators, editing, designing and printing. The private sector may only be involved in typesetting or printing. And even at this stage the DBP cannot reduce the time taken to publish a single title. This is due to the following limitations:

- (1) Translation quality: because there is a lack of professional translators, DBP has to spend more time to coach translators and work closely with them. New

subject areas will add more problems because of inadequacy of specialised vocabularies or equivalent words or concepts to transfer the original texts into Bahasa Malaysia as accurately as possible. And again in the editing stage more time will be spent to ensure a manuscript, both the content and presentation are well-organised and ready for printing.

(2) Copyright clearance: Getting permission to translate is the determining factor whether translation can be proceed or not. Late replies from the original publisher may affect the whole publishing planning of certain titles. It is even worse when is no feedback from the other party. For such a case, the DBP has to replace it by other title.

(3) Time management: Even though the DBP has prepared a working schedule for a translator and an editor, in many cases they fail to meet the target. Therefore, the delay occurring at one stage will affect the whole publication schedule.

By introducing this Scheme certain procedures are modified to enable a title will be ready for publishing within a maximum period of two years. Under this Scheme the quality of the work is a joint responsibility of the DBP (as a quality controller) and private publishers. The operation of this Scheme lies on the principle of commissioning trans-

lation and publishing books for institutions of higher education to the private publishers.

Apart from meeting the national book requirement, this is an attempt to invite the private sector to participate in the higher education book publishing, in order to lessen DBP's burden, to coach the private publisher in a new area of publishing, and enable the Malaysian publishing industry to flourish. In the past, private sectors were avoiding involvement in this activity because it is a very difficult area, which requires heavy financing. The market is limited (the normal print-runs are five hundred copies), translation and editing are time consuming and moreover they require skillful translators and editors. The most important reason why they shy away is that profit making is almost impossible.

The DBP under this Scheme remains as a publisher, whereas private publishers act as publishing agencies on behalf of the DBP. The appointment of a publisher, a typesetter and a printer is made by offering a tender. The Tender Committee of the Dewan Bahasa dan Pustaka in which the Secretariat of the NADI Scheme is also represented has a final word. With proper supervision, the progress of their works is easily monitored by the DBP. This is important because the annual allocation for this project alone is nine million Malaysian ringgits. Until March 1991, there are about 268 titles in various stages undertaken by the private publishers. By the end of 1991, this project is expected to

achieve seventy five percent, which means 375 titles of its target and by 1992, DBP will meet the target of five hundred titles.²⁷

One of the factors that should be considered in the translation programme is the economics aspect. A publisher who is interested in coming into this business should be able to spend a large sum of money and to bear the risks. Costs for translated manuscript preparation incorporate different elements of cost-- translation, editing, and proof reading.

The publisher has to pay to the original publisher royalty between 7.5 and 10 percent, which normally depends on mutual agreement between the two parties. To the private publishers this business is unattractive because the market for most of higher education textbooks is small, thus the production is uneconomically viable. For example, a textbook may only be used by one hundred to two hundreds students per year. In this case a publisher cannot even afford to break-even.

3.7 Magazines and specialist journals

Out of nine magazines published by the DBP, five are for general readers; two journals for professionals and specialists, one magazine for children and adolescents respectively. They are:

- (1) Jurnal Bahasa: This is a monthly language jour-

nal. It covers issues on various aspects on languages, with a major focus on the Malay language, and written with semi academic approach. Contributors to this journal are mainly language experts, researchers and academics and individuals who have great interest in language. The audience of this journal ranges from university students, academics, editors, scholars and a small number of general readers.

(2) Dewan Sastera: A monthly magazine which contains articles, criticisms and views on past and contemporary literature as well as news on literature development activities locally and internationally. Creative works particularly short stories and poems by local and foreign authors and poets are also published. Creative writers, critics, researchers, students at upper secondary schools, trainees at the teacher's training college, people who have great interest in literature and general readers represent this magazine's audience.

(3) Dewan Budaya. Another monthly magazine which focuses on a very wide aspects cultural of heritage, well as other aspects which are contributing to the civilisation of the human being in general and of a particular group of people and of the individual's personality development. It is written with a semi academic approach, thus it gives more advantages to students to general readers in order to inculcate appreciation towards the intermix of Malaysian cultural

heritage, as well as to develop an understanding towards other cultures.

4. Dewan Masyarakat: A popular monthly magazine which covers issues on politics, economics and human interests. It manages to capture a wide audience, ranging from secondary school students, general readers, professionals, academics and political observers. In 1989, a total of 569,228 were sold, which indicates an average of 47,400 copies sold each month.

(5) Kanun: Jurnal Undang-undang: A quarterly law journal which covers legal proceedings, articles, law reports on the civil and 'Syariah' (Muslim law) cases; news on latest development of the Malaysian legal system and legal glossaries. The publication of this journal has shown the DBP's commitment to provide more legal material and reference written in Bahasa Malaysia. The Malaysia legal system is replacing English by Bahasa Malaysia as a medium of communication, in trials, legal proceedings, legal documents, etcetera. The circulation of this journal is between five to six hundred copies. Legal professionals, law lecturers, students and people who have interest in legal matters are the audience of Kanun.

(6) Pelita Bahasa: This is a monthly popular magazine on language. The contents are on language, various aspects of language guides, writing skills, book re-

views and focus on figures who are involved in the Malay language. The audience is secondary school pupils and general readers.

(7) Dewan Siswa: A magazine for adolescents which focuses on juvenile interests, creative works (short stories, prose and poetry), book reviews, guides on special skills, career guidance, current affairs, and news of juvenile activities locally and internationally. A special column is provided for juvenile readers to publish their works. This magazine provides ample opportunities for youngsters to show their talent in writing and producing literary works. Readers of this group are attracted to creative writing competitions organised by the editorial and quizzes which are held in every issue.

(8) Dewan Pelajar: A monthly children's magazine, and is considered one of the oldest children magazines in Malaysia. It covers modern and classical stories from all over the world, poetry, current issues on children, handicraft skill, drawing competitions, an English column, and a special column for young readers to show their talent in creative writing and short essays on a particular topic. To date the circulation of this magazine is reaching 40,000 copies. The total copies sold in 1989 were 486,774, an average of 40,500²⁸ copies sold per month.

(9) Dewan Perintis: A special children's version published by the DBP's branch in Sarawak (East Malaysia). The contents and presentation are quite similar to the Dewan Pelajar.

(10) Malay Literature: A bilingual literary journal, published biannually. It contains articles, book reviews, short stories, prose and poetry from South-East Asian countries.

3.8 Encyclopedia publishing

The role of a language and literary agency such as DBP is more meaningful if it can produce different types of encyclopedias in Bahasa Malaysia. Through this publication, the Malay cultural heritage will be presented comprehensively and can be an authentic reference material for researchers, scholars, students and general readers.

Previously no serious effort was made to produce at least a single authentic and comprehensive encyclopedia in Bahasa Malaysia. A master project to produce the Ensiklopedia Sejarah dan Kebudayaan Melayu (an Encyclopedia of History and Malay Culture) was launched in the mid-eighties. It will be a major reference on all aspects of the Malays and their civilisation. The scope of this encyclopedia covers language, literature, history (as well as archaeology) and culture (including arts). It comprises ten thousand entries, from which two thousand entries will cover each area.

The area identification phase started in 1988, and in 1989 all entries were reviewed. From these five hundred have already been completed and are ready to be edited. In 1990 and 1991, about five thousand entries are expected to be ready for sorting.

The amount of money allocated for Encyclopedia Division to spend on both project and administration in 1988 was 1.1 million Malaysian ringgits; 1.3 million Malaysian ringgits in 1989; 1.2 million Malaysian ringgits in 1990 and decreases to 730,000 in 1991. ²⁹ The figures show an increase in allocation of money between 1988 to 1989, a slight decrease in 1990 and an obvious decrease in 1991. This is because, in encyclopedia publication, the most costly activity is the area identification activity. This involves series of meetings between the encyclopedia editorial board with experts and writers, research on disciplines, sub-disciplines and related areas and manuscript preparation.

Payments for external editors, free lance writers, overtimes and expert fees have contributed to an increase in direct costs of manuscripts preparation. By 1991, the concentration will be on the production activity, which comprises typesetting, printing and binding.

3.9 Publishing expenditure and revenue

Publishing expenditure and revenue are generally determined by several factors which are briefly mentioned here as:

types of activities carried out, the extensiveness of a particular activity and market factors. All these variables affect DBP's publishing activity.

In 1988, the expenditure for publishing and marketing activities was estimated for 32.4 million Malaysian ringgits, but the actual expenditure incurred in 1989 was 61.1 million Malaysian ringgits. This was because DBP has put more emphasis on heavy financed projects as follows:

(1) Textbooks for the institutions of higher education, especially basic textbooks on philosophy, religion, science and technology, applied sciences, geography and history;

(2) Books on Islamic civilisation were given a priority to meet the demand of reading materials in this area, and at the same time the idea was to commemorate with the Islamic revival in Malaysia and in the world in general. This movement must be supported with the Islamic knowledge tradition in order to rebuild the great Islamic tradition;

(3) General book publishing which contributes to the mental development and enrichment of the society in general. This includes books of knowledge in language, literature, philosophy and civilisation;

(4) Language books publishing includes dictionaries of specialist vocabulary in various disciplines; language guidance and books on the use of language for communi-

cation in banking, legal and business transactions;

(5) Literature books which were given more emphasis includes books on theory of literature and translation of classical works. However, creative works and criticisms are continuously published, to add to the national literature collections.

(6) Textbook publishing was also given a priority to meet the national need. In 1989 there was a significant change in the National Education Policy implementation where the whole of Form Two of the secondary schools throughout the nation have started implementing the use of new textbooks;

(7) Children's books especially which would inculcate a good and healthy values and respect towards other races; Islamic values and other reading materials that would contribute to the language usage amongst children. Attractive presentation, particularly with full-colour illustrations and good quality of finishing had caused the DBP to pay for higher production costs especially for the colour separation process, which is done by a private company.

(8) The compilation of entries for the Ensiklopedia Sejarah dan Kebudayaan Melayu and Ensiklopedia Pelajar which have started in 1987 and 1988 respectively, have incurred a great deal of money in paying specialists' fees, external editors and costs of manuscript preparation.

(9) Magazine and journal publishing have also done some improvement in their presentation and contents,³⁰ which incurred more costs.

Even though the publishing expenditure has increased as a result of the above mentioned factors, until December 1988, sales revenue of books and magazine sales has shown a positive increase, with an extra income of 10.1 million Malaysian ringgits. This amount has contributed to the total sales of 53.9 million Malaysian ringgits.³¹

In 1989, the number of projects that have been carried out by DBP at different stages were 996, from which an amount of 725 titles were written in Bahasa Malaysia, and 271 were translation works. About 564 titles were expected to be published, where 386 have been originally written in Bahasa Malaysia, and 178 translated from English.

The total print-runs for those titles was 2.7 million copies. Besides new titles, reprinted versions of primary and secondary textbooks, general books and children's books were 9.6 million copies, from which, the amount of 9.2 million copies were the primary and secondary textbooks. The print-runs for all magazines and journals was 2.2 million copies.³²

In 1989, the allocation for publishing excluding the emoluments expenses was about 49 million Malaysian ringgits. During that year, the production of books for students and

lecturers at the institutions of higher education was a priority. In the 1989's budget proposal, such an increase seems justified by this statement,

...the DBP finds difficulties in acquiring authors and translators, thus, sufficient funds from the government is urgently needed to finance the title building activity, editorial costs, translation fees and royalties. Therefore, a bigger allocation is needed to finance publishing activities because they need to pay attractive fees to authors who are specialists in various disciplines and editorial professionals.³³

Table 3.5 illustrates the total expenditure of publishing activities for each division under the Publishing Department for the year 1988 and 1989. The money allocated for 1988's publishing projects was 21.6 million Malaysian ringgits, and the amount has increased by more than one hundred percent in 1989 to 48.4 million Malaysian ringgits.³⁴ The actual expenditure is shown in Table 3.6.

Apart from direct costs, a large sum of money was spent on organising courses on editing, translation and language, which was specially tailored for authors, translators and editors of books for the institutions of higher education.

Table 3.5: Total expenditure on publishing activities, by divisions, 1988-1989 (\$MYR)

Divisions	Allocations 1988	Estimated 1989	Total increase
Translation	729 954	1 151 590	421 636
Textbooks	261 230	966 527	705 297
General			
Publishing	387 100	719 180	332 080
Magazine	607 205	847 458	240 253
Encyclopedia	1 101 000	1 696 298	595 298
Design	148 103	212 482	64 379
Production	12 483 718	34 595 744	22 122 026
Printing	1 711 200	1 340 316	370 884
Copyright	4 177 665	6 999 650	2 821 985
Total	21 607 175	48 529 245	26 922 070

Source: Planning Division, 1989, p. 14.

Notes: Allocation for Sabah and Sarawak in 1989 was 488,394 Malaysian ringgits.

Table 3.6: Publishing expenses by activities, 1989

Activities	Expenditure(\$MYR)	%
Total	49 017	100.00
(i) Editorial expenses		
Title building, evaluation, translation, illustrations and typing	3 731 360	7.61
(ii) Prepress		
Typesetting, proofreading, make up and colour separation	4 190 547	8.55
(iii) Printing		
Printing materials, printing * and binding	31 739 893	64.75

(iv) Rights and royalties	7 429 310	15.15
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(v) Other activities

Development programmes for editors, writers and translators; incentives and promotion	1 926 529	3.93
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Source: Planning Division, Dewan Bahasa dan Pustaka, 1990, unpublished.

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Note: by private companies

The allocation for 1990 was also increased to 48.5 million Malaysian ringgits. Translation projects, textbook publishing and encyclopedia publishing were major factors which have caused to such an increase.

In 1991, an estimated title to be published is 464, where 334 titles are originally written in Bahasa Malaysia, and 130 are translation works. Apart from that, DBP will re-print 242 titles, and produce 92 issues of magazines and journals, and seven dictionaries.

For the year 1991, the estimated expenses of the Publishing Department are 50 million Malaysian ringgits, where 41.4 million Malaysian ringgits is meant to finance the projects and 8.6 million Malaysian ringgits is allocated for emoluments and pensions. This activity, will generate a sales revenue of 52 million Malaysian ringgits. Sales of books in the open market will generate a sum of 24 million Malaysian

ringgits and the sales of textbooks under the Textbook Loan Scheme will generate a sum of 28 million Malaysian ringgits. Besides that, DBP is making an attempt to keep up with the phase of publishing technology, as one of the ways to improve its productivity. This is done by purchasing new machinery and equipment.

Table 3.7 illustrates the publishing expenditure for 1991.

Table 3.7: Publishing expenses by activities, 1991 (\$MYR)

Activities	Expenditure
Total	41 478 699.00
(i) Editorial and publishing development expenses	4 268 861.00
Title building:	292 049.00
Translation:	1 150 000.00
Evaluation:	190 000.00
Editing:	814 848.00
Typing:	151 200.00
Publishing development:	1 670 764.00
(ii) Design and prepress	414 780.00
Design, illustrations and miscellaneous:	182 680.00
Prepress (DBP):	232 100.00
(iii) Printing	33 705.00
Printing by:	
DBP:	12 918 999.00
Private companies:	20 786 059.00
(iv) Copyrights, royalties and honorariums	3 090.00

Source: Planning Division, Dewan Bahasa dan Pustaka, 1991, p. 15, unpublished.

The figures show that there is a slight increase in editorial costs, printing costs, the right's fees and royalties. However, the sum of money allocated for publishing activities is less than the amount allocated for 1988, 1989 and 1990 programmes. See Table 3.6 and 3.7.

In the line of the Sixth Malaysia Plan (1991-1995), the DBP has delineated the activities and expenditure which would be incurred. The total operating expenditure for that period is projected to be 381.5 million Malaysian ringgits, ³⁷ and the project costs for publishing will be 263.4 million Malaysian ringgits, which represents 85 percent of the total project costs. This is analysed as follows:

Activities	Project costs	Emoluments
1. Language	18 752	12 581
2. Literature	4 210	5 091
3. Regional centre for language and Malay literature	3 901	3 690
4. Publishing	263 409	51 348
5. Purchase of machineries and building	13 545	-
Total	308 817	72 710

Table 3.8 illustrates the DBP's publication target by audience for the Sixth Malaysia Plan 1991-1995. In 1991, DBP plans to publish about 330 new titles, and increasing gradually to 470 titles. ³⁸ Textbooks for higher education will represent 38 percent, and general interest books for adults represent 30 percent of the total publications.

Table 3.8: DBP's Sixth Malaysia Plan:
publication's target, 1991-1995

Publications	1991	1992	1993	1994	1995	Total	%
University	126	137	152	167	178	760	36
Secondary school	16	18	20	22	24	100	5
Vocational/ technical	10	11	12	13	14	60	3
Primary school	16	18	20	22	24	100	5
Adults' readings	99	107	120	133	141	600	30
Adolescents' readings	36	40	44	48	52	220	11
Children's readings	27	29	32	35	37	160	8
Total	330	360	400	440	470	2 000	100

Source: Peat Marwick, 1991, p.66, unpublished.

It is also estimated that the annual rate of increase of new titles is ten percent. The revenue expected to be generated from the sales of these books over the five year period is 372.6 million Malaysian ringgits.

Magazine and journal productions are also expected to increase. The estimated total print-runs of magazines and journals over the five year period are 19.4 million copies, with the projected sales revenue of 32.9 million Malaysian ringgits. Table 3.9 shows an estimated print-runs of magazines and journals which will be published by the DBP.

Table 3.9: Estimated print-runs of magazines and journals, 1991-1995 (in '000)

Magazines	1990	1991	1992	1993	1994	1995	Total
Jurnal Bahasa	70	73	77	81	85	89	476
Dewan Sastera	120	126	132	139	146	153	816
Dewan Budaya	144	151	159	167	175	184	970
Dewan Masyarakat	840	882	926	972	1 021	1 072	5 714
Dewan Siswa	840	882	972	972	1 021	1 072	5 760
Dewan Pelajar	780	819	903	903	948	995	5 348
Malay Literature	40	42	44	46	48	51	271
Kanun	5	5	6	6	6	6	34

Notes: Print-runs are estimated to grow at the rate of five percent per annum. Print-runs in 1990 for magazines are based on the 1990 budget for the Magazine Division.

These figures were based on the estimated sales of 1990 and inputting a five percent growth per annum thereafter.

3.10 Publishing as a social obligation

The high cost of book publishing and production is a major deterrent to potential investors to the industry. The initial outlay in paying authors and printers together with the fairly long publishing process means that a publisher must be financially sound to finance a book. It also must be prepared to face the risk of failure with no hope of recovering even the cost of raw materials. DBP's initiative in developing potential publishers may speed up the growth of Bahasa Malaysia book industry.

One of the ways has already been mentioned previously, that is by launching NADI Scheme. The following effort made by the DBP was by introducing a cooperation with the private publishers, which is known as an "umbrella concept". The aims of this scheme are to encourage the growth of Bahasa Malaysia book publishing industry and to assist local publishers through some forms of cooperation in the publication of the Bahasa Malaysia books. Thus, a blueprint containing the aims, justifications and the modus operandi of this scheme was proposed to the Board of Control of the DBP and the proposal was approved to be implemented early this year. It is stated that:

Local publishers, especially Malay-owned publishing houses have not contributed adequately, both quantitatively and qualitatively to the national book needs...
41

Reasons for such circumstances are, first, the book industry, particularly in Bahasa Malaysia, is a relatively new area. Second, the majority of these publishers have limited capital; third, Bahasa Malaysia books especially higher education textbooks have a limited market, and finally a slim chance to make profit. For these reasons, the DBP in meeting the social obligation has to take this responsibility. However, cooperation with other publishers is urgently needed in order to speed up the growth of the Bahasa Malaysia book industry.

Cooperation with international and local publishers has already been established, among them are:

1. DBP-ACCU (Asian Co-publication), in children's book publishing;
2. DBP-Hachette Book Group (a French publisher, based in Paris), in translation works both from Bahasa Malaysia into French and vice versa;
3. Cooperation between DBP and local publishers, namely Nadi Ayu, Karya Bistari Sdn. Bhd, and Syarikat Dasar Padu Sdn. Bhd.

Apart from cooperation in publication, the DBP is also using a private publisher services to accelerate publishing jobs. At present, more than fifty percent of publishing projects undertaken by the DBP are commissioned to private publishers, typesetters, free lance translators and editors.

The idea of employing external professionals to handle these jobs is in line with the government policy which discourages an increase of additional staff in the present service, and in order to exploit the available potentials. An annual rate of additional staff permissible by the government for the whole government services is 0.53 percent.⁴² This also helps the DBP to forgo some of the publishing activities which require technical skills, thus, enabling this agency to concentrate more on the title building, planning, research and development.

Apart from encouraging the development of Bahasa Malaysia book publishing, the DBP is helping the 'bumiputera' (Malay) publishers in the book industry. Until the 31 December 1990, there were forty one 'bumiputera' publishers who are involved in the publishing industry. The majority of these publishers operates on a small scale, and they manage to publish books for general readers and school supplementary reading books only.

There are about 30 other active publishers in Malaysia that specialise in Malay books. Most of them are small with share capital of less than 500,000 Malaysian ringgits.⁴³

Apart from the DBP, there are five companies that have share capital of more than two million Malaysian ringgits. They are:

Penerbit Fajar Bakti Sdn Bhd (a subsidy of Oxford University Press);

FEB International Sdn Bhd (formerly known as McGraw Hill Far Eastern Publishers (Malaysia) Sdn Bhd);

Longman Malaysia Sdn Bhd (a subsidiary of Longman Group, U.K.);

Berita Publishing Sdn Bhd

Pustaka Delta Pelajaran Sdn Bhd.

Generally companies affiliated to foreign companies are more profitable. They are involved in both local publishing and importation of books from their parent company. However,

local publishers concentrate on children and educational books, especially secondary school textbooks, revision and guidebooks.⁴⁴

Imported books are relatively cheaper and more marketable than local published books. In addition local publications generally have very low print-runs in comparison to foreign publication. Thus, increasing unit costs make local books relatively more expensive.⁴⁵ This again has caused local publishers to shy away from publishing Bahasa Malaysia books. DBP through some cooperation with private companies has initiated the following effort:

1. Translation books: Local publishers have been offered to translate, edit and prepare the CRC (Camera Ready Copy) or sometime to print a manuscript. Such work is implemented under the NADI Scheme;
2. Editing and printing: A publisher is asked to prepare a manuscript from the editing process to CRC or printing;
3. Title building and production: A private publisher is asked to prepare a fresh manuscript--he will find an author, and commissions a project to him, edit the manuscript until CRC or the printing stage. The DBP in this case plan a title and its contents.

Cooperation between DBP and local publishers, as explained in the previous paragraph, has accelerated publishing activities performed by the DBP. It offers a contract and acts as a publisher and is responsible in the following areas:

1. an administration and the payment of royalty;
2. payment of services fees to a publisher for translation, editing, typesetting and other prepress jobs;
3. the administration of licences, translation right and copyright;
4. quality control;
5. marketing and distribution.

Whereas a private publisher is responsible in the following areas:

1. translation;
2. prepress activities (from editing and typesetting to the CRC stage);
3. film preparation;
4. printing and binding.

The idea of establishing such cooperation is not merely for short term purposes, done on a contractual basis as a user-supplier relationship, but also for long term. Such cooperation will assist and guide a private publisher to be involved seriously in the Bahasa Malaysia book publishing industry.

3.1.1 Publishing issues: social obligation vs. profit making

As far as publishing activity is concerned, DBP has been criticised time and again for doing things it should not be doing and for not doing what it should. What its critics are actually saying is that the DBP has deviated from its most important role by concentrating on book publishing. In fact the DBP is in a dilemma--these criticisms force DBP to review priorities, from developing the Malay language and literature and nurturing local literary talent, to book printing and publishing.

The DBP, however, sees nothing wrong in this, because it feels that these activities are part and parcel of promoting Bahasa Malaysia and it has not neglected other aspects of language and literary development despite what its critics say.

The criticism says that the DBP has failed to play its main role as the custodian and developer of the Malay language and literature, the DBP has been involved in business, which is against its principle as a government agency and defeats the purpose of meeting the objective of social obligation. This has put the DBP in a difficult situation in facing the year ahead. The DBP is being watched, and thus it has to prove its performance to be socially and economically beneficial!

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CHAPTER 4

A STUDY OF DBP: METHODOLOGY

4.1 Introduction

The intentions of this study are three-fold:

1. To examine the best mode of implementation of the DBP's role as a provider of services and as a producer.
2. To suggest to DBP the mechanics for implementing its social obligation tasks and business activities.
3. To highlight recommendations for an effective alternative policy.

There are a number of studies which have been published and researches which have been carried out on the roles of the DBP in general and on a particular areas of the DBP's activity. Unfortunately, none of the studies have seriously examined the DBP's roles in fulfilling its social responsibilities and in meeting the challenges of the commercialised world of today.

The DBP has always been criticised openly by individuals, associations and private publishers who have some interests in this agency. Whether this indicates their concern for DBP or vice versa is not a major concern of this study. The

fact is the DBP should make a positive effort in looking closely at any criticism, because the public has every right to question where and how their money is spent by this agency. On the other hand, the DBP is also accountable to the social and economic needs. How these two objectives can be reconciled and what is the best way to achieve them will be the focus of this study.

Another main issue concerns some criticisms that the DBP is concentrating on publishing activity instead of developing the language and literature; and that it fails to take a larger role in language and literature development because of the emphasis it gives to the publication of primary and secondary school textbooks. The DBP has been urged by the Malay nationalists to redefine its priorities and take measures to strengthen its language and literary departments.

In the Bahasa Malaysia book market, the DBP's participation has dismayed private publishers. They feel that DBP should support and assist them instead of competing with them. Thus, the DBP was again criticised for deviating from its objectives, doing what it should not do, that is go into business! How far these criticisms are true and what are the most likely reactions of the participants may have some implications for the effective functions of the DBP at present and in the years ahead.

There are some obvious points at issue, but sometimes criticisms are made maliciously. For this reason, this study has made an attempt to examine the problems which are related to the original objectives of the DBP's establishment, the interpretation and the actual implementation of these objectives by DBP in the past, at present and in the future.

Four main areas have been focussed on in this study, namely

- (i) the role and the image of DBP;
- (ii) the tasks of developing the Malay literature;
- (iii) the task of developing the Malay language;
- (iv) the publishing activity.

4.2 Selection of method

Interviews with a group of participants were chosen as the study method. The above-mentioned areas covered in this study require an examination and analysis of some facts and information which represent the different points of view. This information was gathered from a group of senior managers, key personnel and individuals who have always had some interest in the DBP.

These interviews have helped provide a clear understanding of certain issues, how they have been interpreted and argued about by different groups of participants. Interviews enable an interviewer and a participant to interact freely and to establish the right context. In addition, taped conversation makes recording and sorting of information easier.

4.3 Selection of participants

The issues involved at the higher level of decision-making require a group of people who are well versed in discussing policies and procedures in the operation of the DBP. Fifteen participants were selected for this study, representing five groups--the policy makers, managers, associations (which represent writers, publishers and the National Book Development Council), private publishers and individuals who formerly held the chief executive and senior manager posts in DBP.

The reasons for selecting these participants are:

1. They are knowledgeable in the subjects of this study in their capacity as decision makers and senior managers, or they have some practical experience by serving the DBP in a particular period; or as outsiders who have some interests in the DBP, either in acquiring services or supplying services to this agency.
2. The different backgrounds of participants contribute to the diversification of arguments and points of view on a particular issue raised in a questionnaire.
3. The decision on the number of people to participate in this study was made by considering the time constraints and the distance between the work place of this study and the interviewees' offices. Two weeks were allocated for interviews. Interview sessions were held in

Kuala Lumpur, Petaling Jaya and Bangi (around 20 Kilometer from the work place).

The first and second groups below represented the agency and ten participants represented other groups as indicated.

1. Policy makers

- (i) Chairman, Board of Control of DBP.
- (ii) Director General, DBP.

2. Senior Managers

- (i) Deputy Director General II, DBP.
- (ii) Director, Publishing Department, DBP.
- (iii) Head, General Publication Division, DBP.

3. Associations

- (i) Chairman, National Book Development Council Malaysia .
- (ii) President, Publishers' Association, Malaysia.
- (iii) Chairman, Federation of National Writers' Association (GAPENA).

4. Publishers

- (i) Managing Director, Pustaka Cipta, Malaysia.
- (ii) Managing Director, Pustaka Antara, Malaysia.
- (iii) Director, Shahpadu Sdn Bhd.

5. Individuals

- (i) Royal Professor Ungku A.Aziz, former Director of the DBP.
- (ii) Noorazam, former Head of General Publication Division, DBP.

- (iii) Keris Mas, former Head of Literature Development Division, DBP; the National Literary Award winner.
- (iv) A. Samad Said, the National Literary Award winner.
- (v) Saleh Daud, former Head of General Publication Division, DBP.

4.4 Selection of questions

Questions were based on the coverage of the study and common issues highlighted in criticisms that have been made beforehand. Other important aspects that have been taken into account are the confidentiality and sensitivity of a particular area or issue to a person and to the post held.

Ten structured questions were prepared as guidelines throughout the interview sessions. Six of them were general questions and four questions were specific. They were asked of all participants, and of a specific group of participants, respectively. (See Appendix 2, List of Questionnaires). For example, a question on DBP's roles and its predominant image was directed to all participants. Such division contributed to an effective interview. It also avoided a participant from being asked a question which was beyond his capacity to answer.

4.5 Process of interviewing

These interviews were carried out in Kuala Lumpur, Petaling Jaya and Bangi Malaysia between 22 March to 14 April 1991. Appointments with participants were arranged beforehand. Participants were informed of the intentions of this study, the approximate time to be spent for each interview, and it was suggested that they have with them some documents which would contribute to the questionnaires, in particular, and to this study in general.

Generally, they were very supportive. However, there was a case where an appointment with a key interviewee had to be rescheduled more than once. This slightly affected the schedule which was planned for the interviews, transcription, writing and sorting the findings.

Interviews were recorded by using a tape recorder, and the questionnaires are arranged accordingly. As the participant replied to the question, any main point which corresponded to the question was jotted and numbered as a heading. Additional points were numbered and grouped as subheadings or lists which later would be sorted.

In cases where a participant tended to be carried away from the issues that were still being discussed, he needed to be 'interrupted' diplomatically by mentioning other issues that had not been discussed yet, or any answer which seemed unclear, or moved to the next question.

4.6 Handling of information

Information acquired from each participant for a particular questionnaire was grouped into different areas for study. The following steps were applied:

1. Find out the frequency of one point of view on a particular issue and in what group a participant is.
2. Find out the total number of participants representing a particular point of view about an issue.
3. Group the reasons or arguments which were given by a participant for a particular point of view, and sort out the information as follows:
 - (i) Information for a particular issue.
 - (ii) Additional information (related to an issue or other areas of this study).
 - (iii) Suggestions.
4. Examine the consistency of one's point of view to ensure they do not contradict.
5. Figure out the most common point of view and the best considered point of view, and draw conclusions. Suggest alternatives for improvement or corrective steps on a particular subject area.

To find figures for (1) and (2), standard tables have been used throughout the study for recording, sorting and analysing purposes. Some adjustments were made to the columns corresponding to the issues raised in a particular question.

Question 1, for example, requires participants' opinions on DBP's predominant role and image. The aim of asking this question was to discover their points of view on the image portrayed by the DBP in performing its role; and to try and make suggestions to DBP for better image promotion planning via its programmes and activities.

In this question, the study found two main points of view. One feels that the DBP is best known for its role and image as an agency which develops the Malay language and literature, and the other point of view feels that the DBP has acquired an image as a publisher.

A table was designed to enable this study to discover the number of participants who gave either the first or second points of view and the group membership. However, there are participants whose points of view do not obviously represent either the first or the second point of view, as they can be grouped into both. In this case, the study tried to weight their opinion, to find out a variable or variables which had influenced this point of view. The study discovered that factors such as 'time' and 'needs' are the determining factors that have changed the image and roles of the DBP.

When the comment generally agreed with a particular point of view, the number of participants is indicated in a bracket, corresponding to the group represented. Only the number of participants with the most significant point of view is counted.

Example 1: Information handling for Questionnaire 1

Question 1: Do you think DBP has acquired a better image as a publisher or as an agency for the development of Malay language and literature?

The following table shows the responses of participants to Question 1. The first column represents the number of participants who feel the DBP has acquired a better image as a publisher. The second column represents the number of participants who think DBP's role and image is more predominant as a language and literary agency than as a publisher. The corresponding rows represent the groups of the participants and the total of participants who represent a particular point of view.

Table 4.1: DBP's predominant role and image

	As a publisher	As a language and literary agency
1. Decision makers	-	2
2. Senior managers	-	3
3. Publishers	2	1
4. Associations	1(1)	(1)
5. Individuals	4(1)	(1)
Total	7(2)	6(2)

Seven participants agree that the DBP has a more predominant role and image as a publisher than as a language and literary agency; whereas six participants feel that the DBP has acquired an image and plays a predominant role as a language and literary agency.

However, two participants feel that the DBP's image and role changes at different times, depending on the needs and the programmes for a particular period. Therefore, their number of responses is indicated in brackets. They argued that DBP's image as a language and literary custodian was obvious at the early stage of its formation and during the sixties, but it has changed as the DBP got involved in textbook publishing. Since the seventies to date the image as a publisher is predominant.

Arguments for a particular point of view are sorted and summarised, from the most important points to the less important. At this stage, the study discovered that there is information which appears in more than one area, for example, Question 1, 2, 3 and 4 focussed on the DBP's image, its task in developing the Malay literature and the language and publishing. Since Question 1 covers a broader subject of discussion, including aspects on literature, language and publishing, the information could be incorporated with the general information corresponding to the rest of the three questions. Thus, judgment and selection were used in grouping the information for a particular area.

The next step is proposing some recommendations and again information is arranged logically, based on the urgency practicality, costs and social factors.

4.7 Problems

The following problems were expected while this study was carried out:

1. Time constraints in carrying out literary research, in identifying issues and areas of coverage, designing questionnaires, carrying out interview sessions, analysing and sorting out information.
2. Information constraints due to insufficiency of facts and figures to support arguments while a participant is responding to an interview.

4.8 Conclusions

This methodology has been applied to obtain findings which are analysed and summarised in Chapter 5, and some recommendations are proposed in Chapter 6.

CHAPTER 5

A STUDY OF DBP: AN ANALYSIS

5.1 Introduction

This study analyses four main areas:

1. The role and image of the DBP;
2. The task of developing the Malay language;
3. The task of developing Malay literature;
4. The publishing activity. Seven sub-areas are incorporated in this area, namely:
 - (a) The scope of publication;
 - (b) DBP's policy: independent publishing activity;
 - (c) Diversification of publications;
 - (d) Priorities;
 - (e) Decision to publish;
 - (f) Manpower in publishing;
 - (g) Marketing.

The structure of this analysis is as follows:

1. Area or sub-area headings
2. Questionnaires
3. Objectives
4. Findings
5. Summaries.

5.2 An Analysis

5.2.1 The role and image of DBP

Q.1 Do you think DBP has acquired a better image as a publisher or as an agency for the development of Malay language and literature?

Objective: To discover their opinions from which some suggestions could be made to promote the DBP's image through its programmes and activities, particularly in this decade.

Findings:

Five participants replied briefly. Ten responded with some additional information to support their opinions.

Table 5.1 shows the response to this question.

Table 5.1: DBP's image and role

	A publisher	A language agency
1. Decision makers	-	2
2. Senior managers	-	3
3. Publishers	2	1
4. Associations	1(1)	(1)
5. Individuals	4(1)	(1)
Total	7(2)	6(2)

The first column represents the number of participants who feel that the DBP has acquired a better image as a publisher; the second column represents the number of participants

who think the DBP is more predominant as an agency for the development of Malay language and literature than as a publisher. Numbers in brackets represent participants who feel that the DBP's image and role change at different times, depending on the needs and the programmes for a particular period.

(a) DBP has acquired a better image as a publisher

Seven participants agree that DBP has acquired a better image as a publisher for various reasons:

1. The volume of books being published by DBP has contributed most to the Malay language book market in Malaysia;
2. DBP is leading in producing Bahasa Malaysia textbooks for higher education, besides this other publications ranging from scholarly books, textbooks, trade books, magazines for children and adolescents, literature and cultural magazines; language and law journals;
3. It has excellent publications, which have won the best book awards at the national and regional level;
4. The large number of staff employed in publishing activities as compared to those who are involved in the language and literature development activities; and infrastructure for publishing business represents an image as a publisher.

(b) DBP has acquired a better image as an agency for the development of Malay language and literature

Six participants think DBP is more predominant as a language and literary custodian than as a publisher, for the following reasons:

1. The historical factor, which is closely related to the establishment of the DBP. In the 1950s, Malay language development was totally neglected by the authority; the whole idea of the establishment of DBP is to carry out this urgent mission.
2. It has successfully developed and modernised the Malay language into a modern and scientific language; lifted the standard as a medium of instruction at higher institutions; and as the official language of Malaysia.
3. Its prime objective of activating the Malay language is still upheld until today.
4. DBP has made a tremendous achievement in developing terminology; developing the language for a special purposes and improving the nature of the language, both in the public and private sectors.
5. It has established cooperation with other institutions, universities, the public and private sectors in language usage and research, as well as in publication programmes.

Two participants think DBP's image changes at different times, depending on the role that it plays, within the pro-

gramme or in meeting the national needs. In the early stages of its existence, the DBP was well known as a custodian of the Malay language and literature.

The significant turning point was when the DBP started getting involved with textbook publishing, and later in expanding its publishing activities by producing books for general readers, professionals, scholars, magazines and specialist journals. At present, they feel that an image as a publisher is more predominant than as a language and literature developer.

Summary

The image can be seen from three different points of view. Firstly as a publisher; secondly as a developer of the Malay language and literature; and thirdly, as changing in relation to time and need. Generally, the image portrayed is based on inputs, programmes, activities and outputs.

To the participants who represented the publishers, associations and individuals, DBP portrays an image of a publisher on the basis of tangible outputs-- the number of titles published; the scope of publication; the types of publication and most contributions to the Malay language book market, as well as to the Malaysian book industry. A bigger allocation of resources for publishing also gives the impression that the DBP a publisher's image, rather than as an agency for developing the Malay language and literature.

Forty percent of participants, a majority representing the decision makers' and senior managers' groups (hereafter referred to as DBP's people), think DBP's image as language and literature developer is more outstanding than as a publisher. They emphasised the philosophy lying behind the objective, "to develop and enrich the national language", as defined in DBP Ordinance 1959. This philosophy is translated into action through various programmes and activities, including publishing.

The DBP's image is seen subjectively as a result of massive programmes launched since its establishment. It has made excellent efforts to embark on improving of the Malay language as the national language. It is stated in the Constitution to be the official language of Malaysia; a medium of instruction in the whole education system; as a vehicle of transmitting modern and sophisticated disciplines of science and technology; and as a medium of communication in various fields in the public and private sectors.

The DBP's image as viewed by two participants changes due to several factors, namely, government directives, socio-economic changes and as a reaction to national aspirations and needs. During the early years of its formation, DBP was seriously involved in promoting the use of Malay language through massive campaigns, organising competitions, and lobbying the government to recognise the Malay language as the national language.

When the National Education Policy was launched nationwide, DBP was asked to provide textbooks for primary and secondary schools. The tasks are now becoming more sophisticated as DBP is expected to publish reading materials for tertiary education. This involves the translation of science and technology books from English. For these reasons DBP has been seen as responsive and adaptive to these changes. This requires a serious rethinking and reorganising of the conceptual and physical set-up of the DBP.

5.2.2: The task of developing the Malay language

Q2. How satisfactory do you think is the part played by DBP in developing the Malay language?

Objectives

1. To discover some opinions on DBP's achievement in its language development programme.
2. To identify weaknesses in particular areas.
3. To propose suggestions to the DBP's management regarding the language engineering programme.

Findings

Thirteen participants responded with some comments and two responded briefly.

Columns in Table 5.2 representing two view-points. The first is an opinion that DBP has satisfactorily performed its role

in developing the Malay language. Second, an opinion that the DBP's achievement in language development is far from satisfactory.

Table 5.2: The task
of developing the Malay language

	Satisfactory	Far from satisfactory
1. Decision makers	2	-
2. Senior managers	2	(1)
3. Publishers	1	2
4. Associations	1(1)	1
5. Individuals	3	2
Total	9(1)	5(1)

(a) DBP has satisfactorily played its part
in developing the Malay language

Nine participants were satisfied with DBP's role in this area and supported their views as follows:

1. Via language development programmes, the DBP has become the vehicle for all areas of knowledge. The Malay language is now well-developed, and much effort has been made to ensure the language is widely accepted and popularised within the constraints of a government agency.
2. The language has experienced tremendous progress, so that a very large number of people have been able to use the language in various fields.
3. The whole education system from the primary to tertiary level has been able to convert systematically through-

out the seventies from English to Bahasa Malaysia.

4. Several studies have been carried out by the Language Department and they have proved invaluable for the DBP and other research purposes.
5. Linguistic issues are tackled as they occur, knowing that the language is developing every day, and people are becoming more sensitive whenever there are new ideas pertaining to the language.
6. Major and significant research on the use of Malay language in institutions of higher education has been undertaken.
7. Research into the impacts of the language on users has been carried out and appropriate decisions on the development and upgrading of the language in the private sector have been made.
8. DBP has already embarked on a massive and significant programme of writing a history of the Malay language in the Fifth Malaysia Plan. This programme has involved various subcommittees who are responsible for carrying out studies and research.
9. The language development objective was indirectly met through literary development activities and popularising appreciation of Malay literary works.
10. DBP has achieved its prime objective and has performed its tasks amazingly well.
11. In certain areas, such as research and terminology development, DBP is the pioneer and has popularised the usage of Malay terminology through its publications.

(b) DBP's achievement in the Malay language development programme is far from satisfactory

Five participants felt DBP's achievement in this area is far from satisfactory for the following reasons:

1. It has not satisfactorily fulfilled the requirement to accommodate new and modern disciplines such as science and technology. It is still in the process of developing the language into the modern language which is implied in the National Education Policy at tertiary level.
2. Lack of serious effort in developing words and terminologies in order to develop the Malay thinking and to cope with teaching problems.
3. Lack of effort in exploiting language experts or external linguists to conduct research on language.
4. DBP has failed to play an advisory role to the government in language usage. It has also failed to convince the government in enforcing the use of standard language through legislation to the private sector, in order to overcome language problems among users in the public sector as well as in the private sector.
5. DBP is not very conducive to advanced research, simply because of its bureaucratic set-up. It cannot totally rely on its staff to do research and development on language.
6. No effort has been made to coordinate the literary

development programme and the language development programme, which in practice are complementary. This can be done by combining language experts and literary experts and intermixing both disciplines.

7. Terminologies keep on changing, and there is a lack of publication of language guides for all levels, even though, in general, the quantity of books published has increased.

Summary

Policy makers, senior managers and individuals who represent sixty percent of the participants felt DBP excels in developing the Malay language. They emphasised the tremendous progress of the language, since it has been widely used by the people, in the education system, in business transactions, and on various other areas.

They felt that the Malay language was improved as an official language and there is now a massive and comprehensive language corpus which covers aspects of research, training, and publications. In developing terminology, an important aspect of transmitting modern sciences to the Malay language, DBP has played an important role as a coordinator and as pioneer who introduces and popularises the use of those terminologies in its publications.

Forty percent of the participants is still doubtful about DBP's role in developing the language. They argued that

there is a lack of aggressive effort and less concern about comprehensiveness. Up to the present DBP seems to have failed to convince the government to enact an act regarding the enforcement of the use of Malay language in the private sector. It is not acting as a government advisor regarding language issues.

Regarding language research, it is supposed that research can be carried out by inviting academics or researchers in the universities and institutions to work closely with DBP. It has to provide research grants to language experts or linguists and utilise their research findings for the DBP's programmes. Another way is through cooperation and cosponsorship with other language institutions locally and internationally.

A publisher felt that language research is a luxury activity: an effort has to be made to encourage the private sector participation. In this case, DBP must be prepared to give some grants for publishing books on language to private publishers.

5.2.3 The task of developing Malay literature

Q.3 How satisfactory do you think is the part played by DBP in developing Malay literature?

Objectives

1. To discover some ideas on DBP's achievement in literature development from different points of view.

2. To identify achievements and weaknesses in particular areas of the literature development programme.
3. To propose suggestions for improvement to the management of DBP.

Findings

Thirteen participants responded with some comments and two participants responded briefly.

The following table represents two points of view.

Table 5.3: Responses to an issue on the task of developing the Malay literature

	Satisfied	Unsatisfied
1. Decision makers	2	-
2. Senior managers	2	(1)
3. Publishers	1	2
4. Associations	(1)	1
5. Individuals	1	4
Total	6(1)	7(1)

The first column represents those who felt that the DBP has satisfactorily performed its task in developing the Malay literature. The second column represents those who felt that the DBP has not performed the task satisfactorily.

(a) The role performed by the DBP is satisfactory

Six participants were satisfied with DBP's achievements for the following reasons:

1. The language development programme enables the Malay language to translate ideas and widen horizons of thought, and consequently it gives a better prospect for literature development.
2. DBP helps to modernize the form and substance of Malay literature.
3. DBP has taken much effort in the compilation and documentation of Malay literature and develop the knowledge into printed matters, mainly books and magazines.
4. Reading materials have been published for a large range of audiences-- children, adolescents, general readers, scholars, etc.
5. A number of literary books published by DBP have been recommended by the Ministry of Education as textbooks for secondary schools. This proves the standard of DBP's products.
6. Literary figures have been introduced at the national, regional and international levels through their excellent works.
7. Potential writers have been developed by organising work-shops and meetings with writers' associations and institutions.
8. Malay literature has been developed and introduced to other parts of the world through translation programmes.
9. Some areas of publication have been pioneered which inspired private publishers to come in and publish good books.

10. The number of literature books and the contents of DBP's literature magazines are an important channel of introducing literature to the masses.
11. Writers and institutions have been helped financially and by giving morale support.

(b) The role performed is far from satisfactory

Seven participants felt that DBP has not done enough and should do more than it is doing now.

1. Not much effort has been made in publishing both, original and translation works on literature.
2. There are good work which have not been published, probably there is a cliquish syndrome in selecting and publishing works.
3. There has been lack of cooperation between DBP and writers' associations in developing literary works. As a government agency, DBP should encourage the people's involvement because the tasks of developing literature cannot be performed by DBP alone, nor even by full-time government servants.
4. DBP has not fully explored the potential in writers' associations, particularly members of GAPENA (the National Federation of Writers' Associations) in order to develop more writers who could produce good literary works.
5. DBP sometimes monopolises all literature development activities, which by right should be a corporate effort

with the associations. Such cooperation serves as an extension of DBP's programme in developing writers.

6. Lack of financial support to associations to encourage mass participation.
7. Writers, in general, do not get the best treatment, and there is a problem in maintaining a good relationship with writers.
8. Generally the number of books is increasing, but there is a lack of 'good literary works' published.

A participant commented that it is simply the state of art of Malay literature that the DBP has made an effort to publish literary works, but it takes writers to produce the material for DBP to publish. However, the DBP has made many efforts to organise writing competitions as the fastest way of acquiring manuscripts, as well as to increase productivity.

One of them suggested that rethinking and reviewing the literature development strategy and programme are necessary for the DBP in facing the challenges of the future needs.

Summary

In relation to DBP's role in developing Malay literature, forty percent of the participants (representing DBP's people, one publisher, and one individual) were satisfied with its achievements, both quantitatively and qualitatively.

Quantitatively, the contributions were measured by the number of works published by DBP and the coverage of this area in journals; the number of writing competitions being organised whether by DBP itself, or with other writers' associations and institutions; and the amount of oral and written folk-lore being documented and published.

Qualitatively, it is argued that DBP, through various programmes, has successfully developed and modernised the literary state of writing. It has convinced the government to recognise national literary figures by introducing the National Literary Award; and has introduced Malay literature and Malaysian literary figures beyond the boundary of the Malay speaking world. Cooperation with local as well as international institutions in the translation and publication of literary works into foreign languages has also been established.

Fifty-three percent of the participant were dissatisfied with DBP's performance in developing Malay literature because this is done solely by DBP. There is an absence of massive participation from society as compared with the language development programme. Though the DBP has said that cooperation with writers' associations has been established, there is room for improvement. This can probably be done by providing adequate financial incentive and moral support to these associations to develop potential writers.

Even though DBP has a good record in the number of titles published, it is still lacking in great books or good quality literary works, either by Malaysian authors or translated materials from other parts of the world.

Participants felt that the DBP's organisational set-up is a constraint to an effective strategy of developing the literature. It is suggested that the whole programme and strategy for literature development needs to be reviewed.

5.2.4 The publishing activity

a. Scope of publication

Q.4 The publishing activity of the DBP is not motivated by profit. It is well known that DBP publishes almost everything, from reference books, trade books, children books, textbooks, magazines and so on. Do you think DBP should limit its scope of its publication, and concentrate on the fundamental tasks which were promulgated at the initial stage of its formation? Please comment.

Objectives:

1. To review the DBP's publishing activities and programmes from the economic and social point of view.
2. To acquire suggestions regarding the scope of publication.

Findings

Fourteen responded with some comments, and one publisher did not reply. Table 5.4 represents the responses from participants. One point of view saw nothing wrong with the present practice; thus the DBP should carry on with a wider scope of publications. Another point of view felt that the DBP should limit the scope its publications.

Table 5.4: Scope of publication

	Carry on	Limit the scope
1. Decision makers	1	1
2. Senior managers	(1)	2
3. Publishers	1	1
4. Associations	1	1
5. Individuals	2	2
Total	5(1)	8

(a) DBP should not limit the scope of publication

Five participants agreed with this idea for the following reasons:

1. DBP should carry on the existing publishing programmes as long as it fulfils its prime objective--to satisfy social needs. If there is an opportunity to earn some money, DBP should take the opportunity though profit is not the main objective.
2. Expand the scope of publications unless there is a directive from the Ministry of Education that some projects should be handed over to private publishers.

3. To prove that the Malay language is widely used in meeting the objectives of language implementation.
4. To set itself up as a model language developer by publishing all categories of books required by society.
5. There are titles that do not generate money, for instance translations of works from other parts of the world used for higher education. This shows that DBP is serious about having such areas of knowledge, written and translated into the Malay language.
6. Translation are contributing to enriching and elevating the language to meet academic purposes.
7. Grants from the government are just sufficient to cover emoluments, therefore DBP has to raise its own funds through publishing activities. So far there is no objection from the government to these programmes.
8. Sixty to seventy percent are noncommercial titles. The opportunity to make money out of sales of certain titles is one way to cover the expenses of the heavily-subsidised publications. DBP should be very selective in developing and publishing titles, no matter whether they are profitable or not.
9. DBP can decide what to publish, but the actual work can be channelled by commissioning them to a private publisher. DBP can supervise the quality of text and physical aspects of book production.
10. Children's and adolescent books and some other areas are not widely supported by the private sector, and yet good reading materials for these groups are

inadequate in the market. These groups are also DBP's target audience for the language and literature development programmes.

11. Publishing is part of DBP's function and publication is a medium for transmitting the language and literature to the masses. Through this medium, the objective of enriching and developing both areas can be achieved.
12. Profit motivation is not the objective because the economics of publishing does not necessarily apply to all titles, especially when social obligation is a priority.

(b) Limit the scope

Eight participants who thought DBP should limit the scope of its publication suggest that, DBP should,

1. develop a different strategy by making use of private publishers to publish general reading materials.
2. channel the publication programme and some grants to the private publishers and university presses to participate in publishing books for tertiary education.
3. concentrate on the more fundamental activities where none of the private publishers is interested in doing it because of time and financial constraints, (for example, producing encyclopedias and dictionaries).
4. concentrate on unprofitable publications which cannot be done by private publishers.

5. concentrate on serious and intellectual books, provided the government is willing to pay the price by subsidising the production and translation programmes which are costly. For this reason, DBP could ask the government to increase the grant.

Participants also suggested that, DBP could participate or publish everything, so long as it is innovative, being discriminating in title development and in the area it covers. Thus a scientific survey needs to be carried out by the DBP in order to identify areas which a private publisher cannot cover.

b. DBP's policy: independent publishing activity

- Q5. DBP receives between thirty and forty percent grant of its total funds from the government of Malaysia annually. The grant is insufficient to fund the annual programme. DBP could raise its own funds through publishing activity. Do you think DBP's policy needs to be reviewed in order to operate the publishing activities autonomously.

Objectives

1. To get some idea whether the present policy needs to be reviewed to ensure DBP excels in both roles-- as language and literature developers and as a publisher.
2. To find alternatives for long-term financing as a

prerequisite for future growth.

3. To propose suggestions to the management of DBP for future action.

Findings

Twelve participants replied with further comment, one responded briefly, and two participants (each representing publishers and associations) did not respond.

Table 5.5 represent two points of view: one represents those who felt that the present policy of the DBP needs to be reviewed; and the other that the DBP should retain its present policy.

Table 5.5: DBP's policy: to review or retain

	Review	Retain
1. Decision Makers	1	1
2. Senior Managers	2(1)	-
3. Associations	-	2
4. Publishers	1	1
5. Individuals	2(1)	1
Total	6(2)	5

a. Review the present policy

Six participants felt the policy needs to be reviewed for the following reasons:

1. Due to sosio-economic changes, the Board of Control must be given the responsibility to urge the Ministry of Education that the present policy needs to be reviewed. The Ministry on the other hand should press

the DBP for more products and higher productivity.

2. DBP needs a clear-cut directive from the government regarding publishing policy for profitable publications. It must be prepared with convincing arguments and evidence to show that the revised policy may contribute more to the government with less financial burden. To the DBP it will contribute in terms of productivity as well as in assisting the social services.
3. The present environment in the DBP is not conducive to publishing activity. It needs urgent change. Therefore, DBP should evaluate its strategy, vision, corporate culture and style of working, with emphasis on productivity, excellence and sense of urgency.
4. Some activities have been identified which could be performed better if they were not administered within bureaucratic constraints. There are areas that could possibly be privatised in publishing as well as marketing and printing.
5. A substantial proportion of the funds is spent on heavily-subsidised publication of academic books for higher education and the massive translation programme. Thus, the profit orientation as a basis of the DBP's policy cannot be applied since the infrastructure for such practice does not exist, unless the present policy is reviewed.
6. The whole system does not fit with production because

it is very technical, time-conscious, and deals with tangible products. These are totally different from the creative and intellectual works that the DBP deals with. The DBP should have a separate management from its publishing business, because if all are under one roof it may create managerial and executive efficiency. Another thing is that the span of control for the academic and intellectual types of job are different from the business environment for a publishing house.

b. Retain the existing policy

Three participants felt that there is no need to review the policy due to the following reasons:

1. At present the government has no objection to DBP's activities and future plan.
2. If DBP runs its publishing activity autonomously, the fear is that, in the process of carrying out its duty, it might be carried away by commercialised motives rather than the fundamental objectives of providing the social service.
3. The profit motive may cause DBP to lose some of its noble ideas proposed to the government for the formation of this agency.
4. DBP is a Malay language creator with a responsibility to upgrade the language. The present set-up is fitted for this role rather than running a business.

5. Publishing activities cannot be run autonomously because the prognosis for publishing in Malaysia within the next ten years is not promising. Moreover, the present readership in Malaysia is showing no significant change. Therefore publishing will be a losing game.

Four participants commented that the DBP itself should decide what it wants to be. If it wants to maintain the its present role, the funds granted by the government should be more. If the government provides a small amount to finance DBP's expenditure, and the rest of it comes from DBP's funds, it is possible for the DBP to venture on more profitable projects, probably through privatisation.

They also felt that it is wise for the DBP to ask for more money or an outright grant from the government. This will lessen DBP's motive to compete with private publishers in raising more money through publishing activities.

Touching on the policy issue, they suggested that there should always be a rethinking and reorganising strategy from time to time vis a vis outside developments. For example, DBP should restructure its whole publishing machinery, since its role and task are more than just a book publisher. It runs a knowledge industry; therefore there are some activities that need to be withdrawn, such as books for adolescents and general books.

They also emphasised that the DBP should be very adaptive to modern needs. The prerequisites are to have a very strong infrastructure, adaptive managers and chief executive and supportive staff.

c. Diversification of publications

Q6. To compensate for its 'economic loss' in publishing hard- to-sell books, DBP has to diversify its publication, for example by publishing children's books and illustrated hardcover books. Do you think this approach is practical, particularly in relation to DBP's original goal?

Objectives

1. To get some feedback on DBP's strategy regarding the decision on what to publish, particularly when there is an element of profit.
2. To recommend alternative solutions which perhaps may help DBP to meet the objectives of minimising such loss and maximising the contributions to the society.

Findings

Twelve participants replied: two responded briefly, ten commented with additional information, and three did not respond.

Table 5.6 represents two points of view on the issue of diversification of publications for profit-making motives.

The first column represents those who felt such approach is justifiable. the second those who tend to disagree with the present practice of DBP as represented in column two.

Table 5.6: Diversification of publications'

	Agree	Do not agree
1. Decision makers	1	1
2. Senior managers	2	(1)
3. Publishers	-	(2)
4. Associations	1	(1)
5. Individuals	-	3
Total	4	4(4)

a. DBP's practice is acceptable

Four participants agreed with DBP's practice for the following reasons:

1. DBP may carry on publishing those books as long as there is a vacuum, and no other private publishers are interested in publishing them.
2. No allocation for publishing was provided by the government, therefore DBP has to use any possible means of publishing which is profitable socially and economically.
3. Children's books are very much in demand in relation to national development and national identity strategies. These publications are the main focus for supplying materials for early child education, particularly on moral and social values. Apart from this, there will be a sizable profit expected from sales.

b. DBP's practice is not acceptable

1. The decision to publish children's books is primarily to fill the vacuum, and not for commercial interest, because DBP's bread and butter lies in textbooks. Therefore, losses for publishing hard-to-sell books should be compensated by asking the government for a heavy subsidy.
2. Hard-to-sell books constitute translations of the great works of the world. The need is there, and this must be a higher priority than profit making.
3. To encourage children to read as a part of a readership campaign, DBP should reconsider the whole aspect of children's book production as well as the pricing policy.

A participant commented that DBP should not participate in fast-selling publications, because it is a government-sponsored agency. The more income it gets from sales the less grant it will get from the government for its annual budget.

A publisher suggested that DBP has to be very realistic in its involvement in publishing, because at present he understands that the DBP operates on a very large budget. To face this situation, DBP has to set its priorities, and to be selective in title building. It is not the number of books published that have made DBP known, but the type of material it produces.

To this participant, DBP may publish children's books, but the product must be made distinguished and outstanding by applying new and innovative production techniques.

d. Priorities

Q.7 In the 1989 budget, 61 million Malaysian ringgits was allocated for the publishing and marketing programmes; 16 million Malaysian ringgits was allocated for administration and operational expenses; 9 million Malaysian ringgits was for the Director General's Office; and 5 million Malaysian ringgits was for the development of language and literature programmes. This means that 67% of the budget was allocated for publishing-- one hundred percent increase from the previous year. Do these figures indicate that DBP is slowly shifting its priority to publishing?

Objectives

1. To get some information on DBP's mode of operation.
2. To suggest alternative solutions in order to have a right perspective on the mode of operation and mission.

Findings

This question was directed to specific groups: decision makers and senior managers of the DBP. It was also proposed to individuals who are knowledgeable about DBP's development. Eleven participants responded.

a. Figures indicate that DBP tends
 to focus more on publishing

Two participants who represented associations' and publishers' groups felt this is true for the following reasons:

1. More allocation for publishing activity was a mistake of the Ministry of Education who expected DBP to supply books to schools, so the moment DBP got into this business it already deviated from its original goals.
2. Since no other publishers are willing to publish scholarly books and textbooks for higher education, the DBP has to continue the activity, and by doing this it enriches the national culture and promotes the development of high culture.
3. DBP should expand its publishing activity, but it must be very selective and the primary objective should be to fulfil the tasks of developing the language and literature.
4. DBP responds to the obligations entrusted to it by the government by publishing as many books as possible in various disciplines to portray the strength of the Malay language. Therefore, more money should be injected into publishing programmes.

b. These figures do not imply that DBP tends to pay more attention to publishing instead of language and literature development programmes

Eight participants, representing the DBP's people, a publisher and individuals, felt that the publishing activity does not jeopardise the prime objective of developing the Malay language and literature. The ideas behind the publishing activity that has been carried out by DBP are primarily to develop and popularise the usage of standard Malay language in various disciplines. It also introduces and develops Malay literature to the Malay-speaking world.

Some projects, mainly translations and adaptations, are commissioned to the private publishers. These projects require an allocation, and are urgently needed to meet the requirements of institutions of higher education.

They added that an increase in publication expenditure was a result of an increase in the number of titles of textbooks for higher education and a massive growth of translation projects which are costly. The need is to make the language the vehicle of knowledge.

The amount of money that went to the publication of books for higher education and textbooks for the primary and secondary schools reflects a strong social obligation in elevating the Malay language into an academic medium. They stressed that the priority is still to develop language and literature, but at the same time books are increasingly

demanded, and naturally the budget has been expanded.

Apart from the government directive, it requires DBP's effort to initiate and speed up the current phase of developing the Malay language into a modern and sophisticated language. Since DBP already has the publishing infrastructure and professionals, the allocation for publishing needs to be adjusted to meet such requirements.

e. Decision to publish

Q.8 In deciding what to publish, do you think DBP has calculated correctly the economics of publishing? Give some reasons for your answer.

Objectives

1. To find out how a decision to publish a title is made; what factors are included and other considerations.
2. To find out the justification for these decision.
3. To relate the decisions to the DBP's social obligations.

Findings

Fourteen participants replied with brief comments and suggestions. One participant did not respond. Participants who represented the decision makers and the senior managers agree that the finance is calculated for each title to ensure that the allocation of money for the project is under control, and as a basis of performance measurement in terms

of economics and social contribution. But there are cases where the national obligation is foremost, and for this reason, this element is not applicable.

The majority of participants agree that the economics element in publishing is a basic requirement for budget control, thus it is necessary for the DBP to calculate this element strictly.

They felt that there is a danger if the economics of publishing is neglected because DBP has to show that it is not running at a loss; it should at least break even. Activities by the DBP should not jeopardise the functioning of the private sector, for example in textbook publishing for tertiary education. But the DBP must also convince the Treasury that such loss is a national obligation for the country in order to provide reading materials.

DBP' people are aware that this agency has been at a centre of criticism for causing a waste of resources, especially for not having good sales of some of the titles. But, at the same time, DBP has been brave to take risks, especially in the translation works.

Since DBP is not business-oriented and faces budget constraints, it is advisable for it to pay more attention to the economics of publishing because it is entrusted with public funds which are contributed by the taxpayers. A participant felt that the DBP need not worry about the financial aspect because the government provides an annual

grant, and it can ask for more when an annual budget is proposed to the Ministry of Education.

f. Manpower in publishing

Q.9:DBP employs professional editors, printing staff and marketing officers who have been trained and widely exposed to commercial publishing and marketing practices. For some reason, they cannot fully apply their knowledge and experience to the existing system. This has caused some confusion. DBP should look into this matter seriously. What do you think is the best solution for this problem?

Objectives

1. To find the cause of this issue.
2. To develop alternative solutions and suggest them to the management of DBP.

Findings

Eleven participants replied to this question. Five participants responded briefly and six participants gave additional information. Four did not respond.

Table 5.7: Manpower in publishing

	Suggestions	No response
1. Decision makers	2	-
2. Senior managers	3	-
3. Associations	1	1
4. Publishers	1	2
5. Individuals	4	1
Total	11	4

a. Areas and factors that had been identified as the cause of wastage of resources in the DBP

1. Working environment, bureaucratic constraints, the system of reward and punishment.
2. Manpower planning- training and staffing.
3. Organisational set-up.

As a statutory body, DBP has strictly followed the government procedure in administering financial matters and personnel. Therefore what is applicable in a private firm is simply not applicable in DBP.

DBP in the first place should concentrate on the assisting the activities producing intellectual inputs rather than getting involved in printing and publishing. Because of the existing constraints, it cannot put in the best performance possible unless it is prepared to privatise its publishing and printing divisions. DBP should change its environment to fit changes in the style of working. With a new Act, DBP needs an image reformation among the professionals who are involved in publishing.

If DBP has to play its original role, as a developer of language and literature, and also as a publisher, the government has to form two separate agencies-- an agency to deal with the development of language and literature and a commercialised agency which runs a publishing business. Such changes require some amendments to the present Act.

When asked about personnel training, a participant who represents the decision-makers group agreed that training must be thoroughly planned and fit the agency's requirements. For this purpose, the management has to decide on the practicality of developing people and positioning them in the necessary tasks. Thus DBP should develop a well-planned training programme. There is a need for DBP to redefine its personnel training in a broader perspective.

A publisher felt that DBP has to think of the expenses incurred for sending people for training and for replacing them with someone to do the job, and the return expected from training people. Based on this calculation, it will be possible to redesign its strategic manpower planning for the future growth of personnel and the organisation. Finally, DBP has to adjust its organisational set-up and working style to remove confusion while performing two different tasks.

g. Marketing

Q10 DBP's participation in the open book market dismays by the private publishers. Do you think that this reaction is justifiable, knowing that the DBP is a government agency? Please comment.

Objectives

1. To find out whether DBP's participation in the open market has really created unfavourable results in the Malaysian book industry.

2. To find some fair solutions or dealings which could benefit both parties, the DBP and private publishers.
3. To recommend some alternatives to DBP's management for the future marketing programme.

Findings

There are three brief responses and twelve participants provided additional information.

- a. 'Competition' is acceptable and does not have a major impact on the private publishers

All participants felt that such 'competition' is acceptable for the following reasons:

1. In the first place, DBP's distribution network does not follow the commercial-based network. Therefore there is no element of direct competition, because the market for DBP's publications is totally different from the private publishers' market.
2. As a government agency, commission or incentives based on sales has never been practiced by DBP.
3. Private publishers commented that competition is unfair, probably because they were not given an opportunity by the Ministry of Education to publish primary textbooks as the Ministry does to the DBP.
4. DBP and the private publishers operate in very small markets. The readership rate in this country is small. Therefore, the survival among themselves depends on the

strength of each competitor. When DBP comes in and publishes books with government funds and manages to reduce the price, what chance is there for other publishers to compete?

5. DBP should be the model for the private publishers in book production. To establish cooperation, DBP should have more dialogue with the private publishers in handling projects such as translation, adaptation, as well as original works. Recent cooperation, known as 'the umbrella concept', is an approach where a potential publisher is appointed to do a project commissioned by the DBP. This concept might help the DBP to shed some of the burdens, and at the same time it helps a publisher to gain some experience in book publishing.
6. Projects tried by DBP were costly and required professionalism, and such projects are avoided by private publishers. One of the examples is publishing academic books for higher institutions, especially translated works.
7. Quantitatively, the private publishers at any time could beat DBP's output. But, qualitatively, DBP's standard has been recognised.
8. In terms of improving editorial, printing and binding standards, 'competition' should be seen in a very positive perspective by the private publishers.
9. Competition in this manner is a challenge to improve the standard. The private publishers should realise

that DBP's function is to develop the language and literature. Some efforts have been made by the DBP to assist the private sector in their production in order to enrich their knowledge and to achieve a prosperous publishing industry.

10. In the open market there is no competition in the real sense because both the DBP and private publishers have different markets. For example, in textbook publishing, there are areas monopolised by the DBP, whereas private publishers are more attracted to publish exam-oriented books. DBP has more responsibility to publish textbooks because there is a government directive, and DBP was commissioned to publish secondary textbooks on language, culture, literature and religion.
11. DBP is not well set up to enter the market place, and to have a real rough and tumble competition. DBP is very powerful and there is no evidence that other big publishers go out of business because of the DBP's position.
12. Those who worry about DBP's participation are small publishers who have limited resources. They can survive by getting contracts for school books or titles which other big publishers might not be interested to publish.
13. DBP is considered as a yardstick, a reference standard and a model of a good quality work.
14. Competition is not 'the intention', but 'a consequence' of forming the DBP. To lessen such competition, DBP

must have a programme in order to share the burden and responsibility to publish books in a particular area.

15. The private publishers are worried because the DBP is subsidised by the government and they cannot compete with the DBP in terms of pricing.
16. In the first place, the private publishers are incapable of publishing textbooks because it requires a lot of money and expertise. They have to accept the fact that the DBP is able to take the responsibility. However, as the language becomes stronger, the publishers can more easily find editors and authors, and they can take these jobs and ask the DBP to withdraw from the open market.

Summaries

a. Scope of publications

A wide scope of publication has been seen by different participants as contributing both advantages and disadvantages. A majority of DBP's people, a publisher and two individuals felt that DBP should limit the scope of publication and concentrate on the more fundamental activity. The rationale of expanding the scope of publications, as argued by thirty-three percent of participants, lies in the fact that DBP must occupy the vacuum in certain areas, in order to meet an urgent need and to increase reading materials in various fields.

Translation works and books for higher education which are costly and time-consuming can only be published by the DBP. DBP feels that it is DBP's responsibility to publish standard book for the children and adolescents.

DBP, in expanding its scope, must also be selective in title building and in improving the quality and presentation of its publications. The type of publishing suggested to be done in DBP includes heavily-subsidised projects (such as dictionary and encyclopedia) and other language and literature projects which are costly, time consuming and require expertise. As a government agency, DBP has the infrastructure and the capacity to handle these responsibilities.

Other publishing projects can be channelled out to the private publisher, to encourage private participation and to develop a number of specialised publishers in the Malay book industry.

b. Policy

Regarding whether DBP's publishing policy need to be reviewed, a majority of DBP's people strongly felt that it must be reviewed, to put DBP in a better prospect for future growth. Their argument is based on the fact that DBP should concentrate on the fundamental tasks. It should release the burden of undertaking technical problems in printing and publishing processes. It could run a publishing business as a peripheral activity for financial purpose. In this respect, activities which are identifiably viable in a commer-

cial set-up should be administered independently from a bureaucratic set-up. These arguments are complemented to the effort made in image building as a language and literary custodian.

Those who argued that the present policy does not need to be reviewed fear that DBP might be carried away with profit motivation if publishing is operated autonomously. If this is not considered seriously, there may be a tendency for DBP will neglect the fundamental tasks entrusted. In addition to their arguments, they felt the government has no objection on DBP's present activity and DBP's setup is just fit to carry out both activities dependently.

c. Marketing

DBP's participation in an open book market has been criticised by private publishers and the public as unfair competition. To them, DBP has more privileges than other publishers. One hundred percent of participants do not see any reason why DBP cannot participate in an open market. They argued that there is no competition in a real sense because both 'competitors' are producing different products, thus, the markets are also different.

An individual commented that there is no evidence that a big publisher has collapsed because of tough competition from DBP. The real issue, as explained by a participant who represents an association, is that these publishers are

dissatisfied with the way the Ministry commissioned textbook projects to DBP, without giving them an opportunity to prove their capability. DBP through this scheme became a sole supplier of textbook for schools throughout the country.

DBP's people realised their responsibility in helping the private publishers. This is done by channelling out some projects through a scheme known as the "Umbrella Scheme". Under this Scheme DBP will commission a particular project to a publisher with a good track record, from title building to printing stage. DBP acts as a quality controller both textually and technically, whereas a private publisher provides services. This benefits both parties in terms of managing available resources and developing specialisation of work.

d. Publishing decisions

Another issue which creates a conflict of interest for the DBP is in deciding to diversify the publications with the objective of making some profit project funding. Thirty-three percent of participants argued that what DBP does at present is acceptable. Sixty-six percent do not favour DBP's practice.

Fifty-seven percent of participants who think DBP should limit the scope emphasised that DBP has already had a good source of income from the textbooks scheme which is annually

commissioned by the Ministry of Education. As a government agency, DBP does not have to worry about making money because it could ask for more if the budget proposed is justified and it can convince the Treasury. They felt that self-funding is not a very good argument for diversifying its publication.

DBP is also suggested by a decision maker and a publisher to be realistic and selective in deciding on what to publish. The priority, quality, and innovation are to be considered beforehand. They feared that if DBP could make a good income out of sales, there is a tendency that the government may cut the funding.

e. Priorities

Regarding the priorities issue, two participants representing an association and a publisher felt that it was the Ministry's 'mistake' for asking the DBP to become a supplier of textbooks for the primary and secondary schools in Malaysia. This decision is already changing DBP's mode of operation from being the developer of the Malay language and literature to being actively involved in the publishing business.

Fifty percent of participants, with a majority representing DBP, disagree with the statement that says the DBP is giving more priority to publishing activity per se, as shown by its budget. To them publishing is part of a programme of developing and popularising the language to the society, and

to meet the needs of the students at the institutions of higher education. These are DBP's obligation to the nation.

Apart from government directives, DBP has to initiate the programme for speeding up progress of the language and literature by increasing the publication of original and translation works in various disciplines and for different audiences. The figures indicate that these projects are costly and increasingly demanding.

f. The economics of publishing

The economics of publishing is another aspect argued by participants from different perspectives. A majority of participants suggested that this element should be considered in every decision. This will ensure that resources are effectively consumed and expected returns can be estimated. Where the social obligation is more obvious, DBP must fulfil its responsibility.

g. Manpower in publishing

This issue was raised as the study discovered that the publishing environment in DBP does not fit the professionals who are involved. Participants strongly felt that a reformation should be made to the organisational set-up. A new parliamentary act may be needed to ensure personnel matters, benefit, incentives and manpower planning for organisational and individual growth are seriously considered.

5.2 Conclusions

The analysis found that as far as role and image is concerned, the DBP has to be adaptive to needs and to the changes of the socio-economic environment at each period. However, the fundamental tasks entrusted to the DBP should be reviewed and evaluated, not only on the basis of records of achievement of services provided or output in terms of publications, but by taking into account the feedback from users in a particular area and the society as a whole.

In language and literature development programmes, there are certain areas that have not fully explored by the DBP, that is research and development. The response from participants who were dissatisfied with the part played by this agency in both areas indicates that the DBP has failed to identify the area, scope and the priority for its programmes. The analysis discovered that there is a need to develop Research and Development to serve for this purpose. Thus the comprehensiveness, the contents and the quality of any development programme can be identified and planned beforehand.

Regarding publishing activity, the aspects of scope, policy and priority have been argued from social and economic perspectives. The analysis strongly suggest that rethinking and reorientation over the whole of the DBP is necessary. Before any suggestion can be made to the management, DBP has to start questioning, 'what does it really want to be?'

CHAPTER 6

RECOMMENDATIONS AND CONCLUSIONS

6.1 Introduction

The primary role and the policy of the DBP has been discussed in the first three chapters. However, the achievement both quantitatively and qualitatively in performing the role of language and literature developer does not necessarily mean that the DBP has served its users best. As a provider of services, both in language and literature, the DBP, in fact, has made some effort to carry out surveys and studies among users, particularly in language usage. Unfortunately, there is an absence of research and development in the real sense, by which the language corpus and language engineering programmes can be planned to meet the needs of the masses and of specific groups of language users.

As a producer, the DBP has also managed to meet its social obligations, which are complementary to its role as services provider. Publishing, specifically of textbooks, magazines and general books, is becoming a source of income to the DBP. They contributed 63 percent, 3.0 percent and 7.0 percent, respectively, to the DBP's funds. The DBP financial report has shown that its annual turnover within three years, 1985 to 1988, has increased from 18 million Malaysian

ringgits to 53.9 Malaysian ringgits. It indicates that the DBP has the capacity to finance more projects for its future growth and gradually will survive with its own funds.

However, the study discovered that there are areas in which the DBP is still lacking in performing its prime roles. One of the reasons is that too much emphasis in performing the publishing and printing activities than developing more areas in language and literature. Thus, some recommendations are suggested regarding DBP's management to enable this agency to excel in both roles.

6.2 Recommendations

a. Image

1. In image promotion, DBP should maintain and improve its image as the Malay language and literature custodian with the recognition and confidence the public has developed in it over the past thirty years. A well-planned image promotion programme is vital to inculcate and strengthen the good image which it used to have.
2. To be adaptive to socio-economic changes, programmes should be planned realistically, in the sense that they are socially and economically viable.

b. The task of developing the Malay language

1. Plan a more comprehensive language development programme.
2. Develop the Research and Development Unit in the

Language Department.

3. Conduct more surveys on language implementation and usage both in the public and private sectors.
4. Establish more cooperation with institutions, universities and agencies regarding research on the Malay language and other language development programmes.
5. Invite academics and researchers in the universities and institutions to carry out research on language. Provide grants and other research facilities.
6. Coordinate the language development programme and the literature development programme to ensure both are equally developed.
7. Develop more specialist vocabulary. Publish in new areas to develop Malay thinking and to cope with teaching and learning problems.

c. The task of developing Malay literature

1. Develop a literature corpus.
2. Plan a more comprehensive literature development programmes.
3. Develop the Research and Development Unit in the Literature Development Division.
4. Review the literature development programme and strategy.
5. Intensify cooperation with writers' associations for the following purposes:

- (a) to encourage the people's involvement in developing the national literature;
 - (b) to develop writers.
6. Invite more academics and researchers in the institutions, universities and other establishments, locally and regionally to conduct research on the Malay literature.
 7. Give priority to publishing good literary works and the classics.

d. Publishing activity

1. Urge the Ministry of Education for a clearcut directive regarding publishing policy for profitable publications.
2. Review the publishing policy and programmes by taking into account the social needs and the commercial aspects.
3. Reconsider the organisational set-up of publishing activity in the light of the reviewed policy and programmes.
4. Study the availability, the use and potentiality of resources-- manpower, machineries and capital engaged in the publishing activity, and value the opportunity costs for using the same resources from the private publishers.
5. Identify projects which are commercially viable and develop a strategy for implementation. Develop more

titles through a recently introduced scheme of the DBP, that is the 'Umbrella Concept'.

6. Review the marketing policy and programme to fit in with the publishing policy and programme. Commercialised publishing requires an aggressive marketing strategy, whereas publishing for social obligations requires a conventional marketing outlet and approach. Again, the socio-economic environment factors should be taken into account.
7. Develop professionalism in publishing through well-planned and thoroughly structured training programmes, and position personnel at the right tasks.
8. Adjust the organisational set-up and the working style to motivate the publishing personnel.
9. Promote financial consciousness, since this is vital even in publishing activities for social needs. This will ensure the effective usage of resources.

6.3 Problems and constraints

Some problems and constraints were identified in the implementation of these recommendations.

1. The DBP Ordinance 1959, especially regarding the DBP's activity pertaining to publishing and printing activities, needs to be amended. This will follow the conventional process for amending an act, which may take some time.

2. Commitment of the DBP's Board of Control and the management is vital to enable the need for changes to be accepted among them for negotiation with the Ministry of Education.
3. DBP's management must be prepared with convincing proposal to be submitted before the Ministry. It must contribute to the government in terms of less financial burden, and as a return it will receive a good source of income for self-funding.
4. DBP needs a very clear understanding about the cost and benefit of such changes, both the social and economic costs.
5. Organisational reform may affect the staff, requiring them to perform new tasks or more tasks. Therefore allocation of reorientation period is needed.

6.4 Conclusions

The DBP, as any other public services agency, will always be observed and subjected to criticism as far as its role in social obligations is concerned. To enable the DBP to face future challenges, it has to be adaptive to socio-economic changes and the needs of a particular period. The phrase, 'a non-profit making agency' which used to be associated with the DBP will slowly disappear as this agency expands its activities into a more commercialised publishing.

I. Biodata Calon

Nama Penuh:

Nama Pena (jika ada):

Alamat:

Tarikh Lahir:

Kewarganegaraan:

II. Penilaian Calon

Alasan dan bukti yang lengkap tentang calon berdasarkan:

- Penilaian tentang karya calon tersebut.
- Penilaian tentang sumbangan fikiran calon tersebut yang berkaitan dengan dunia sastera.
- Penilaian yang saksama tentang kegiatan calon tersebut yang mendorong ke arah pembinaan dan pengembangan sastera kebangsaan, jika ada.

(Laporan ini hendaklah ditulis selengkapnya pada kertas lain dan disebut "LAMPIRAN A")

III. Butir-butir Pencalon

A. Orang Perseorangan

1. Nama:

2. Alamat Tetap:

3. Pekerjaan/Jawatan:

4. Tel. Rumah: Pejabat:

5. Latar Belakang Pencalon:

a. Pendidikan:

b. Kegiatan dalam sastera:

(Jika ruang tidak mencukupi, sila tulis pada kertas lain dan disebut "LAMPIRAN B")

B. Pertubuhan/Intitua

Hendaklah ditandatangani oleh Ketua Jabatan atau Setiausaha Pertubuhan.

Nama Pertubuhan/Intitua:

No. Daftar:

Alamat:

Telefon:

Dengan ini sesungguhnya saya mengaku bahawa segala keterangan yang saya nyatakan di atas adalah benar belaka.

Yang benar,

Tandatangan

No. Kad Pengenalan

Cap rasmi
(Untuk Pertubuhan/Intitua Sahaja)

APPENDIX I

Warkah Dasar

ANUGERAH SASTERA NEGARA

ANUGERAH
SASTERA NEGARA

Warkah Dasar

1. **Anugerah Sastera Negara** dikurniakan oleh Kerajaan kepada sasterawan yang menulis dalam Bahasa Malaysia dan menurut pendapat Panel telah memberikan sumbangan yang cemerlang dalam perkembangan kesusasteraan tanahair melalui ciptaan yang bermutu tinggi.

2. Tafsiran

- 2.1. Anugerah bererti penghargaan dan penghormatan negara yang diberi dan dinyatakan dalam bentuk:
 - i. Warkah Penghormatan Negara
 - ii. Wang tunai sebanyak M\$30,000
 - iii. Kemudahan dan keselesaan untuk kegiatan mencipta
 - iv. Kemudahan untuk penerbitan karya
 - v. Kemudahan perubatan percuma dalam wad kelas satu di mana-mana hospital Kerajaan
 - vi. Penerbitan sebanyak 50,000 naskhah daripada karya-karya penerima Anugerah untuk dibeli oleh Kerajaan dan disebarkan dengan luasnya kepada sekolah-sekolah, perpustakaan-perpustakaan, jabatan-jabatan dan agensi-agensi Kerajaan.
 - vii. Kemudahan untuk dipertimbangkan menjadi Penulis Tamu di Dewan Bahasa dan Pustaka
 - viii. Terjemahan karya yang sesuai ke bahasa asing.
- 2.2. Sasterawan bererti penulis yang menghasilkan karya dalam Bahasa Malaysia seperti novel, cerpen, drama, puisi dan lain-lain (karangan mengenai sastera yang mendorong ke arah pembinaan dan pengembangan sastera kebangsaan dianggap sebagai unsur tambahan kepada darjat sasterawan).
- 2.3. Panel bererti sebuah badan penilai yang anggotanya dilantik oleh Perdana Menteri daripada kalangan cerdik pandai kesusasteraan, kebudayaan, kemasyarakatan, keagamaan dan lain-lain yang mengikuti serta memahami perkembangan dan kemajuan sastera.
- 2.4. Ciptaan yang bermutu tinggi bererti ciptaan sastera dalam Bahasa Malaysia yang berjaya memadukan ketinggian nilai isi dan mutu teknik sebagai hasil seni yang bermanfaat kepada pengalaman, perkembangan intelek, pembentukan kebudayaan kebangsaan dan kepada ketinggian martabat manusia.

3. Urusetia

Urusetia yang bertugas mentadbirkan urusan Anugerah Sastera Negara ialah Dewan Bahasa dan Pustaka.

4. Penubuhan Panel

Panel ditubuhkan oleh Perdana Menteri dengan melantik Pengerusi dan anggotanya.

5. Peraturan Pencalonan

- 5.1. Pencalonan hendaklah dikemukakan kepada Panel melalui Urusetia berdasarkan format pencalonan yang disediakan oleh Urusetia.
- 5.2. Pencalonan boleh dikemukakan oleh badan atau institusi yang sah dan berdaftar, dan juga orang perseorangan yang berwibawa dalam bidang sastera.
- 5.3. Syarat mengemukakan calon:
 - i. Pencalonan hendaklah mengemukakan satu nama sahaja.
 - ii. Calon hendaklah mengemukakan hujah secara bertulis berdasarkan:
 - a. Penilaian tentang karya sastera calon tersebut.
 - b. Penilaian tentang sumbangan fikiran calon tersebut yang berkaitan dengan dunia sastera.
 - c. Penilaian yang saksama tentang kegiatan calon tersebut mendorong ke arah pembinaan dan pengembangan sastera kebangsaan, jika ada.
- 5.4. Sasterawan yang dicalonkan hendaklah warganegara Malaysia.
- 5.5. Sekiranya terdapat anggota Panel yang dicalonkan, maka dia hendaklah dibebaskan daripada tugasnya sebagai anggota panel pada tahun dia dicalonkan, kecuali jika dia menolak pencalonan itu.
- 5.6. Sekiranya ada calon yang terpilih maka Anugerah Sastera akan disampaikan kepada calon tersebut pada tahun pencalonan dan dia juga akan diminta membuat Pidato Penerimaan.
- 5.7. Calon yang tidak terpilih boleh dicalonkan dan ditimbang lagi pada masa lain.

Tarikh tutup pencalonan pada 31 Ogos 1990

APPENDIX 2: LIST OF QUESTIONNAIRES

Ten structured questions were prepared. Six of them are general questions (G), and four questions are specific (S). They were asked of all interviewees and of a specific group of interviewees, respectively. The questions asked were:

1. Do you think DBP has acquired a better image as a publisher or as an agency for the development of Malay language and literature? (G)
2. How satisfactory do you think is the part played by DBP in developing the Malay literature? (G)
3. How satisfactory do you think is the part played by DBP in developing Malay language? (G)
4. The publishing activity of the DBP is not motivated by profit. It is well known that DBP publishes almost everything, from reference books, trade books, children books, textbooks, magazines and so on. Do you think DBP should limit the scope of its publications and concentrate on the fundamental tasks which were promulgated at the initial stage of its formation?(G)
5. DBP receives between thirty and forty percent grant of its total funds from the government of Malaysia annually. The grant is insufficient to fund the annual

programme. DBP could raise its own funds through publishing activities. Do you think DBP's policy needs to be reviewed in order to operate the publishing activities autonomously? (G)

6. To compensate for its 'economic loss' in publishing 'hard-to-sell' books, DBP has had to diversify its publications, for example by publishing children books and illustrated hardcover books. Do you think this approach is appropriate in relation to DBP's original goal? (S)
7. In the 1989 budget, 61 million Malaysian ringgits was allocated for the publishing and marketing programmes; 16 million Malaysian ringgits for administration and operational expenses; 9 million Malaysian ringgits for the Director General Office; and 5 million Malaysian ringgits for the development of language and literary programmes. This means that 67 percents of the budget was allocated for publishing-- one hundred percent increase from the previous year. Do these figures indicate that DBP is gradually shifting its priority to publishing? (S)
8. In deciding what to publish, do you think DBP has calculated correctly the economics of publishing? Give some reasons for your answer. (S)

9. DBP employs professional editors and printing staff who have been trained and widely exposed to commercial publishing practices. For some reason, they cannot fully apply their knowledge and experience to the existing system. This has caused some confusion. DBP should look into this matter seriously. What do you think the best solution for this problem? (S)
10. DBP's participation in the open book market dismays the private publishers. Do you think that this reaction is justifiable, knowing that DBP is a government agency? Please comment. (G)

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