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ROYAL COMMISSION ON UNIVERSITY EDUCATION IN LONDON.

FINAL REPORT

OF

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THE COMMISSIONERS.

Presented to Parliament by Command of His Majesty.



LONDON:

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THE ROYAL COMMISSION.

EDWARD, R. & I.

EDWARD THE SEVENTH, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas King, Defender of the Faith, to

Our right trusty and well-beloved Counsellor Richard Burdon Haldane, Our Principal Secretary of State for War;

Our right trusty and well-beloved Cousin and Counsellor Alfred, Viscount Milner, Knight Grand Cross of Our Most Honourable Order of the Bath, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George;

Our right trusty and well-beloved Counsellor Sir Robert Romer, Knight Grand Cross of Our Most Honourable Order of the Bath; and

Our trusty and well-beloved:—

Sir Robert Laurie Morant, Knight Commander of Our Most Honourable Order of the Bath, Permanent Secretary to the Board of Education for England and Wales;

Laurence Currie, Esquire, Master of Arts of Trinity College in Our University of Cambridge;

William Symington M'Cormick, Esquire, Master of Arts, Doctor of Laws;

Edmund Beale Sargant, Esquire, Master of Arts of Trinity College in Our University of Cambridge;

Louise Creighton, Widow of the late Right Reverend Father in God Mandell Creighton, Bishop of London;

Greeting!

Whereas We have deemed it expedient that a Commission should forthwith issue to inquire into the working of the present organisation of the University of London, and into other facilities for advanced education (general, professional, and technical) existing in London for persons of either sex above secondary school age; to consider what provision should exist in the Metropolis for University teaching and research; to make recommendations as to the relations which should in consequence subsist between the University of London, its incorporated Colleges, the Imperial College of Science and Technology, the other Schools of the University, and the various public institutions and bodies concerned; and further to recommend as to any changes of constitution and organisation which appear desirable; regard being had to the facilities for education and research which the Metropolis should afford for specialist and advanced students in connection with the provision existing in other parts of the United Kingdom and of Our Dominions beyond the Seas:

Now know ye, that We, reposing great trust and confidence in your knowledge and ability, have authorised and appointed, and do by these Presents authorise and appoint, you, the said Richard Burdon Haldane (Chairman); Alfred, Viscount Milner; Sir Robert Romer; Sir Robert Laurie Morant; Laurence Currie; William Symington M'Cormick; Edmund Beale Sargant; and Louise Creighton, to be our Commissioners for the purposes of the said inquiry:

And for the better effecting the purposes of this Our Commission, We do by these Presents give and grant unto you, or any three or more of you, full power to call before you such persons as you shall judge likely to afford you any information upon the subject of this Our Commission; and also to call for, have access to, and examine all such books, documents, registers, and records as may afford you the fullest information on the subject, and to inquire of and concerning the premises by all other lawful ways and means whatsoever:

And We do by these Presents authorise and empower you, or any three or more of you, to visit and personally inspect such places as you may deem it expedient so to inspect for the more effectual carrying out of the purposes aforesaid:

Provided that should you deem it expedient, in the execution of this Our Commission to visit places outside Our United Kingdom, then the powers and privileges hereby conferred on any three or more of you shall belong to, and be exercised by, any one or more of you:

And We do by these Presents will and ordain that this Our Commission shall continue in full force and virtue, and that you, Our said Commissioners, or any three

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And We do by these Presents will and ordain that this Our Commission shall continue in full force and virtue, and that you, Our said Commissioners, or any three

or more of you, may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment :

And We do further ordain that you, or any three or more of you, have liberty to report your proceedings under this Our Commission from time to time if you shall judge it expedient so to do :

And Our further will and pleasure is that you do, with as little delay as possible report to Us, under your hands and seals, or under the hands and seals of any three or more of you, your opinion upon the matters herein submitted for your consideration.

And for the purpose of aiding you in your inquiries We hereby appoint Our trusty and well-beloved John Kemp, Esquire, and Henry Frank Heath, Esquire, to be joint Secretaries to this Our Commission.

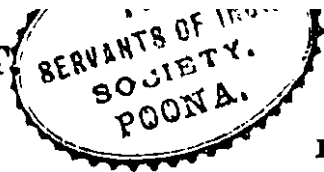
Given at Our Court at Saint James's, the twenty-fourth day of February, 1880, in the ninth year of Our Reign.

By His Majesty's Command,

(Signed) H. J. GLADSTONE.

By Warrant dated the 26th of May 1910, His Majesty King George the Fifth pleased to ratify and confirm the terms of the above Commission.

ANALYSIS OF REPORT



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The main grounds of the defective organisation are : (1) The present relations of the Internal and External sides. (2) The combination in the University of a large number of educational institutions differently related to it, of different educational standard and aims - - - - -	2
The latitude given to the Statutory Commissioners of 1898 was seriously curtailed owing to the necessity they were under of modifying the scheme of the Gresham Commission in such manner as to give effect to the provisions of the Schedule to the Act. These provisions, the result of a compromise, cannot be understood without reference to the history of the University	3
HISTORICAL RETROSPECT.	
The ideal of the founders of University College was apparently systematic instruction in a teaching institution, under the free guidance and inspiration of the teachers - - - - -	3
University College was founded, 1826, as the University of London, and was intended for those who were unable to enter Oxford and Cambridge from lack of means or excluded on the ground of religious belief - - - - -	3
King's College was founded in 1829 by persons who, while sharing the desire of the founders of University College to provide for those who could not afford to go to Oxford or Cambridge, considered it essential to maintain the tenets of the Church of England as a fundamental part of university education - - - - -	3
The foundation of King's College led to the division of the functions of a university between teaching institutions and an examining Board. The University of London was founded in 1836 to examine and confer degrees upon students of University and King's Colleges and other institutions in the United Kingdom, and afterwards in the Colonies, which were empowered to grant certificates of attendance - - - - -	3
The degrees of the University were thrown open to all, 1858 ; protest of the graduates and colleges, and reply of the Senate - - - - -	4
Royal Commission of 1888 (Selborne Commission) appointed to inquire " whether any and what kind of new university or powers is or are required for the advancement of higher education in London " - - - - -	4
Two petitions to Privy Council for charters were referred to the Commission : (a) From the Royal Colleges of Physicians and Surgeons ; (b) From University and King's Colleges (Albert Charter). Both petitions were the result of long agitation, and presented only after failure to obtain the consent of Senate and Convocation to application for a new charter for the University of London - - - - -	4
The cause of the petition of the Royal Colleges was the small number of university degrees obtained in proportion to the number of students and the opportunities for clinical teaching in London - - - - -	5
The petition of University and King's Colleges for the grant of the Albert Charter originated in the action of the Association for Promoting a Teaching University in London, whose object was at first the establishment of a teaching university in connexion with the existing University of London, but later the establishment of a separate university - - - - -	5
The Selborne Commission rejected both the scheme of the Royal Colleges and that of University and King's Colleges, but with regard to the latter they reported :—That the case for a teaching university was made out and there should be one university, not two ; that it was essential the University should be limited to institutions in or near London ; that colleges, such as University and King's should be called constituent colleges, and that institutions, such as medical schools, should be " associated " with the University ; that the Senate should be the governing body ; that the Faculties should be electoral bodies only ; that the Boards of Studies should have consultative functions only ; that certificates might be accepted in lieu of matriculation and intermediate examinations, but that final examinations for degrees should be the same for all candidates ; that there was no reason why a university, constituted as they suggested, should not continue to admit students to its examinations and degrees, irrespective of the place or manner of their education ; that the existing Senate and Convocation should be given reasonable time to consider whether they would apply for a charter on these lines - - - - -	5
A minority, consisting of Sir William Thomson, Professor Stokes, and Dr. Welldon, expressed doubt as to the possibility of combining a teaching with a purely examining university - - - - -	6
The Selborne Commission's conception of the teaching university necessary for London was the London University of 1836, with the limitation to London of the area for affiliated institutions, and with a differently constituted governing body which would bring the syllabus and the examinations into closer connexion with the teaching in affiliated institutions - - - - -	6
The Senate appointed a committee to which they referred their earlier scheme for reconsideration. After long negotiations with various bodies they adopted a finally revised scheme which differed from that of the Commission, in that it gave teaching institutions and teachers in them greater freedom of action, and included representatives of provincial colleges in the proposed university. This scheme was rejected by Convocation - - - - -	7
The petition of University and King's Colleges, for the grant of what was now called the Gresham University Charter was considered and passed by the Privy Council with modifications, but met with great opposition in Parliament and a new Royal Commission, known as the Gresham or Cowper Commission, was appointed in 1891, and reported in 1894 - - - - -	7
The Gresham Commission's conclusions were : (a) That there should be one university, not two ; (b) That teaching and External examination could be combined without injury to the students ; (c) That the Senate should decide whether Internal and External examinations	

HISTORICAL RETROSPECT—*continued.*

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should be the same in whole or in part; (d) That Internal students should be permitted to present certificates "in lieu of a certain part of the earlier examinations leading up to a first degree"; (e) That the final examination for degrees should require the same standard of knowledge for Internal and External students, and be identical so far as identity was not inconsistent with their educational interests - - - - -	7
The evidence given on behalf of the Association for Promoting a Professorial University formed an important part of the new evidence taken by the Commission, and the scheme the association afterwards submitted was a return to the ideal of the founders of University College. This scheme was rejected by the Commission as impracticable since it would have involved the extinction of the special interests and characteristics of the existing teaching institutions - - - - -	8
The Gresham Commission decided that the problem was still that stated by the Commissioners of 1888, viz., how to co-ordinate the recognised teaching institutions of London under a central university - - - - -	8
They recommended the Administrative County of London as the university area and their list of institutions which should first be admitted does not differ materially from that of the Selborne Commission, except for the inclusion of colleges of theology and music, subjects not within the scope of the previous inquiry, and the exclusion of the "less authoritative" institutions of the Selborne Commission and the resident training colleges. They thought it undesirable to limit by precise terms the conditions for the future admission of Schools but enumerated certain points which the University should consider in deciding their claims. They considered that the representation and influence of institutions as such in the government of the University should be minimised; that the influence of the University over the institutions should be increased; and that a more distinct and important position should be given to teachers in university organisation. The teachers were to be brought together into faculties, and, acting through an Academic Council elected by themselves from their own members, were to regulate the teaching, examinations, and discipline of the University, subject only to the Statutes of the University and the Ordinances of the Senate - - - - -	8
They appear to have believed that if the teachers could in this way be brought to consider the subjects of their faculty from a university, and not an institutional point of view, their attitude of mind would re-act upon the management of the institutions; and that wise financial administration of central funds, which would relieve the colleges and institutions of the necessity for competition, would tend to a real unity of the University - - - - -	9
They recommended that a Standing Board should be appointed by the Senate to take charge of the interests of External students. The duties of this Board were to be as follows:—(i) To report to the Senate how far examinations for External students should be the same in whole or in part as those for Internal students; (ii) In so far as separate examinations might be decided on, to have the superintendence, regulation, and conduct of those for External students, and the nomination of examiners for appointment by the Senate; (iii) To give advice to External students for the prosecution of their studies - - - - -	9
Lord Reay thought the Commission's scheme open to various interpretations, and he appended a note to the Report stating the condition on which he thought the reputation of the new university would mainly depend, viz., the strictness with which the selection of teachers for appointment or recognition was made in every case - - - - -	9
Bishop Barry and Professor Sidgwick thought the combination in one university of the two distinct functions of an examining board and a teaching university neither possible nor desirable. But assuming this combination must be accepted, they agreed generally with the Commission's scheme for the organisation of the University - - - - -	9
The report of the Commission was followed by a period of controversy. Four and a half years later the Act of 1898 was passed, containing in a Schedule the terms of the compromise arrived at - - - - -	10

1. THE PRESENT RELATIONS OF THE INTERNAL AND EXTERNAL SIDES OF THE UNIVERSITY.

The defects in the present organisation of the University arising from the relations of the Internal and External sides are largely due to departures from the recommendations of the Gresham Commission, and originate in the provisions of the Schedule to the Act of 1898 - - - - -	10
The principal changes in the scheme of the Gresham Commission, made by the Schedule to the Act, and incorporated in the Statutes of the University were as follows:—(a) The Senate was reduced in size and its composition altered, and it was given all the executive powers of the University; (b) The Academic Council was reduced to the position of a Standing Advisory Committee of the Senate for Internal students; (c) A Council for External students, composed principally of the representatives of Convocation on the Senate, was placed in an equal position and with similar advisory powers. These provisions, as worked out in the Statutes, hamper, without restricting the executive powers of the Senate, by obliging it to invite and receive a report from one or both of these Standing Committees before making any decision affecting Internal or External students; (d) The Boards of Studies were to be appointed by the Senate, and might include persons other than teachers of the University, not exceeding one-fourth of the total number of a Board. Each Board might report to the Senate direct upon any matter relating to courses of study, provision for teaching or research, examinations, and the appointment of examiners, or the granting of degrees or certificates of proficiency. The Academic Council and the Council for External Students, before advising the Senate on any of these matters, were to invite and receive reports from the appropriate Boards of Studies - - - - -	10
The Academic Council and the Council for External Students having advisory powers only, and the executive authority being the Senate, neither Council can get anything done without the consent of the other, unless it obtains the support of members of the Senate independent of both. The result is that questions on which the two Councils are most divided are decided	

THE PRESENT RELATIONS OF THE INTERNAL AND EXTERNAL SIDES OF THE UNIVERSITY— <i>cont.</i>	Page
in the Senate by the votes of those who have been least able to consider the merits of the case - - - - -	10
The machinery of government has caused difficulties, delays and friction, so frequent and so serious as to have hampered progress and endangered the efficient working of the University. The reports of some of the University bodies confirm this. The Senate, in a resolution in 1908, asking for the appointment of a Royal Commission, expressed willingness to secure powers of delegation to its Councils, thus admitting the unsuitability of the existing machinery to deal with the administration of the Imperial College of Science and Technology - - -	11
The equivalence of standard in the degree examinations for Internal and External students, enacted by Statute 122, has proved impracticable, and is the cause of great difficulties - - -	11
The definition of Internal students contained in section 9 of the Schedule, which is reproduced in Statute 132, leads to difficulty owing to the provision contained in Statute 35 requiring the Senate to invite and receive reports from the Council for External Students, before deciding matters concerning such students - - - - -	12
The Academic and External Councils are dominated by incompatible ideals; the former believing that training in a university under university teachers is essential to university education; the latter that examinations based upon a syllabus afford "a guidance by test," which is a sufficient means of ascertaining that a candidate is entitled to a university degree - - -	12
The claims of the External side form the real ground of the defective working of the University, so far as that is due to the present relations of the two sides. They claim the function of the old University of London, <i>i.e.</i> to confer degrees upon examination alone, and also the function of the promotion of research and the advancement of science and learning. The latter they propose should be carried out in a series of institutes under direct university control, grouped as far as possible round the university headquarters, and governed by special committees of the Senate. The distinction made by the External side between the local and imperial functions of a university is inadmissible and its introduction would be injurious to the University. Every true university is not only local, but international - - - - -	13
2. THE EXISTING COMBINATION IN THE UNIVERSITY OF A LARGE NUMBER OF INSTITUTIONS DIFFERENTLY RELATED TO IT, AND OF DIFFERENT EDUCATIONAL STANDARD AND AIMS.	
The variety, and complete financial independence of the teaching institutions connected with the University, have prevented it from organising the higher education of London—a duty imposed upon it by Statute - - - - -	14
The University has no control over the teachers in its Schools, no power to prevent duplication of departments in them, or to insist on the abandonment of work better done elsewhere. Neither can it prevent duplication of institutions, <i>e.g.</i> , Schools of Engineering and Medicine. Representation of the University on the governing body of an institution is not a guarantee of co-operation - - - - -	15
The powers of the Senate over the Schools are :—	
(i) Visitation, a power not fully exercised - - - - -	15
(ii) The curricula prescribed for degrees. This power, though possibly beneficial for the weaker institutions, is generally felt to be too restrictive, and hampers the best teaching in the stronger Schools - - - - -	16
(iii) The recognition of teachers. This has been a beneficial power but there has been great difficulty in exercising it. To diminish the friction a system of probationary recognition has been introduced in institutions which are not Schools - - - - -	16
(iv) Inter-collegiate lectures—chiefly confined to the incorporated colleges - - - - -	17
This limitation of power over the greater teaching institutions makes it impossible to bring them into true academical relations with the University. Financial control by the University is essential for the organisation of the teaching with which it is concerned - - - - -	17
The difficulties arising from lack of control or influence over the Schools are accentuated in institutions with "recognised" teachers. These institutions have no common aim in their university work; they do not differentiate university from other students, and there is no co-ordination between them - - - - -	17
The Polytechnics are in competition with one another, especially in their day classes, and these compete with the day classes in the Schools of the University. They have suffered from their too rapid growth and success. They are institutions intended for non-university purposes; if they are to do university and non-university work they must differentiate their functions - - -	18
The passing of a university examination is no evidence of university training, yet the training is what is required for the work of university graduates in after life - - - - -	18
Some overlapping between different grades of institutions is inevitable and desirable, but it is dangerous, not only to the institutions, but to university education as a whole, to divert them from the work for which they were founded, and for which they are still needed - - - - -	18
The regulations and syllabuses imposed upon Internal students are so irksome that many are induced to take the External degree. The Internal examinations are becoming largely External in character owing to the necessity of providing tests suitable to institutions of different standards and aims. The only really Internal examinations of the University are the special intermediate examinations conducted at Schools of the University under Statute 119 - - - - -	19
The teachers are divided in opinion regarding the advantages and disadvantages of detailed syllabuses, and in consequence difficulties arise at meetings of Boards of Studies and Faculties. The division is emphasised by the distinction between incorporated colleges, Schools, and institutions with "recognised" teachers, and even by that between the University and the Imperial College - - - - -	20
The Acts incorporating University and King's Colleges were the result of a belief that a university in the true sense must itself be directly responsible for the teaching of its students from the time they enter, and they expressed the ideal of the founders of University College. These Acts give the University complete educational and financial control over all teaching of a university standard in both Colleges, and in all Faculties in which teaching is provided other than the Faculty of Theology. They have had a disruptive influence upon the working of the	

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2. THE EXISTING COMBINATION IN THE UNIVERSITY OF A LARGE NUMBER OF INSTITUTIONS DIFFERENTLY RELATED TO IT, AND OF DIFFERENT EDUCATIONAL STANDARD AND AIMS— <i>continued.</i>	
University as contemplated by the Act of 1898 and the Statutes under it. The University, under that Act, was to be, on its teaching side, essentially a federal university; incorporation produced the nucleus of a single teaching university, thereby causing jealousy of the incorporated colleges. The impression that they obtain undue consideration is enhanced by the fact that, with the exception of the Imperial College, they are the largest and most important institutions in the University, and the only teaching institutions which have direct representation on the Senate. As a remedy, it is proposed that incorporation should be carried further	21
Other defects connected with the machinery of government :—	
(i) The limited power given to the Faculties by the Statutes	21
Some of them, particularly the Faculty of Medicine, have become too large for effective work, even within their limited sphere	22
Except through individual members, they have very slight connexion with the Boards of Studies, which are appointed by the Senate and report direct to it. The only connexion between the Faculties and Boards of Studies is that the Dean of a Faculty receives a copy of any report made by a Board of Studies within the Faculty. Mr. Pember Reeves' criticism of the Boards of Studies is that they pass over everyone "right to the Senate"	22
(ii) A small Faculty and a Board of Studies in that Faculty may consist of almost the same people, yet regulations necessitate separate meetings being held with an interval of seven days between them. More elasticity in the machinery is, therefore, required in the case of the smaller Faculties. The work of the Boards of Studies is generally considered good	22
(iii) The unequal academic standing of members of the Faculties leads to the less well qualified teachers having undue influence in university affairs. This inequality of standard is the result of the system of recognition which has been followed by the University. Statute 93, which prescribes the conditions necessary for recognition, makes no distinction between the qualifications to be required of the head of a department and those of a teacher in a subordinate position; this tends to lower the standard of university teaching	22
Statute 61, which deals with admission to the Faculties, practically prescribes inequality of standard, and large Faculties are the natural result	23
Larger University funds, wisely administered, would have reduced the evils engendered by the competition of Schools with one another	23
Lord Reay still agrees with the Gresham Commission Report, that financial means being so limited they should be used for levelling up existing institutions rather than for starting new ones	23
Institutions for research were, in the opinion of the Gresham Commission, to be established and supported by private munificence. The declared policy of the External side to found a series of special institutes, of which the Physiological Laboratory is the first, is in direct contradiction of this view	24

PART II.

THE ESSENTIALS OF A UNIVERSITY IN A GREAT CENTRE OF POPULATION.

1. THE NATURE AND WORK OF THE UNIVERSITY.

The nature of the provision required in London for university education and research must be considered before constructive proposals can be made. Much of the defective organisation can be traced to confusion of thought about what is essential and non-essential in university education. This confusion of thought is largely due to the success of the University of London as an examining body, and to the encouragement it gave to systematic study when there was no properly organised system of secondary schools, and but imperfect provision of institutions capable of giving a higher education at small cost	25
The development of modern universities is due to the growth of large towns and cities, whose wealth renders it easier to collect funds for the foundation of university institutions, and where the demand is chiefly for technical and professional instruction. In most cases they have developed through the gradual evolution of a complete group of Faculties in institutions originally founded for scientific and technological studies	26

The Essentials of University Education.

The essentials of university education are : first, that students should work in constant association with their fellow students, of their own and other Faculties, and in close contact with their teachers; and that they should pursue their work when young and able to devote their whole time to it	26
Secondly, university work should differ in its nature and aim from that of a secondary school, or a technical, or a purely professional school. In the secondary school definite tasks are prescribed, knowledge is acquired while the mind is specially receptive, and pupils are mentally and morally trained by the orderly exercise of all their activities; in the technical or professional school theoretical teaching is limited and directed by the application of ascertained facts to practical purposes; in the university knowledge is pursued not only for the sake of information but always with reference to the attainment of truth	27
Thirdly, there should be close association of undergraduate and post-graduate work. Proposals which tend to their separation are injurious to both. A hard and fast line between the two is disadvantageous to the undergraduate, and diminishes the number who go on to advanced work. The most distinguished teachers must take their part in undergraduate teaching and their spirit should dominate it all. The main advantage to the student is the personal influence of men of original mind. The main advantage to the teachers is that they select their students for advanced work from a wider range, train them in their own methods,	

1. THE NATURE AND WORK OF THE UNIVERSITY— <i>continued.</i>	Page
and are stimulated by association with them. Free intercourse with advanced students is inspiring and encouraging to undergraduates. Finally, the influence of the university as a whole upon teachers and students, and upon all departments of work within it is lost if the higher work is separated from the lower	28
Special research institutes should not form part of the university organisation. No true analogy is offered by those established in Berlin, Leipzig, Paris or Brussels for the establishment of research institutes in London under university control	30
The establishment of a University Press, under full university control, is an essential function of the University	31
<i>University Education for Evening Students.</i>	
There are other things which, though not essential to the nature of a city university, the University may rightly be expected to do, e.g., it should offer as good education to its evening as to its day students. The cost, though greater than for day instruction, should be undertaken	31
<i>Technology.</i>	
Technological instruction should be included among the functions of a university, but it should not be of a narrow utilitarian kind. From the practical point of view of industrial progress the university treatment of technology as based upon a thorough grounding in pure science is of the highest value and importance	32
Advanced instruction of a specialised kind must be provided for occasional students who are already engaged in a profession or calling	33
<i>University Classes for Working Men and Women.</i>	
The University should be enabled to establish and maintain a special centre for work done in conjunction with the Workers' Educational Association, but to do this successfully it must first have provided satisfactorily for its own undergraduate and graduate students, and for its professoriate	33
<i>Degrees and Examinations.</i>	
The granting of degrees is one of the chief characteristics of a university, though not the real end of its existence. A degree should signify that a university education has been received	34
Tests imposed should (a) afford sufficient evidence of what they are intended to prove; (b) not interfere with, or injuriously affect, but if possible assist, the education which the University should give	34
Examinations are the main test in English universities. How far do they afford sufficient evidence of a university education (i) when conducted solely by external examiners, (ii) when conducted largely by the teachers of the students examined, and how far in each case are they injurious to the real education of the students, or can be made to assist its ends?	34
The sole test imposed on the External side is that of examination, and the lapse of time between the examinations is the only condition for securing the student's education. This test is one of knowledge only, not of education or of the quality of the work. A wide syllabus of prescribed subjects with an external examination as the test of the information acquired, inevitably tends to uneducational methods of work. It may be an incentive to work, but it is a fallacy to assume that self-education is achieved by any but the very exceptional man, or is induced by the examination	34
An examination, though far from being external, and though largely conducted by teachers, will be injurious to the students if based upon a syllabus too wide to be covered in the time allotted	35
A detailed syllabus and an external examination are inconsistent with the true interests of university education, injurious to the students, degrading to the teachers, and ineffective for the ends they are supposed to promote. A system of external examinations is based on want of faith in the teachers	36
The present Internal examinations are practically external owing to the number of institutions involved and the demands of the common syllabus	36
Degrees should not be awarded upon examination alone, but should, subject to proper safeguards, be practically the certificates given by the professors upon the whole record of the student's work	36
The University may continue to recognise work of a lower standard, or not done under conditions which guarantee that the standard is equal to its own, until there is general understanding of the true meaning of a university education. But this recognition must not hamper the development of the teaching over which the University has complete control	36
2. THE CONDITIONS NECESSARY FOR THE REALISATION OF THE FOREGOING ENDS.	
<i>First Condition—a previous sound General Education.</i>	
A sound general education, giving the power of accurate expression and orderly thought, must be the basis of university work. These intellectual qualifications, together with the formation of moral habits, must be accompanied by a wide range of study at school. This last requirement it was the intention of the original Matriculation examination to ensure. The growth of specialisation has tended to restrict the range of the Matriculation examination, and has altered its purpose so much that the securing of a sound general education has been lost sight of. This appears to render the Matriculation examination unsuitable for school purposes, or as a test of fitness for university study, a conclusion reached by the Scottish University Commissioners many years ago	37
Agreement with the opinion of the Consultative Committee that a good general education should be sufficient to secure admission to a university	39

2. THE CONDITIONS NECESSARY FOR THE REALISATION OF THE FOREGOING ENDS—*continued.* Page

- The lengthening of secondary school life would enable the pupils to acquire more knowledge of the subjects specially required for his future university course, but the growth of specialisation, and the increasing number of departments into which university studies are divided, make it impracticable for every student to have acquired the elements of all the subsidiary branches of knowledge necessary to his main purpose. The University must, therefore, make some provision for this instruction in the case of particular students - 39
- Agreement with the Consultative Committee's opinion that some specialisation in schools is desirable after the age of 16, and that it is of great advantage to the pupils to remain for two years after passing a general test at about the age of 16, whether they intend to proceed to a university or not. This additional two years would enable intending university students to make some definite preparation for the Faculty they propose to enter - 40
- To secure the full advantages of secondary education two school examinations should be established. The lower examination, taken by pupils about the age of 16, would test the possession of a broad general education; the higher, taken at about the age of 18, would test a general education carried further, together with specialisation in some direction. Provided the subjects taken in the examination were cognate to those of the Faculty he desired to enter, a student would be admitted at once on the higher school examination to more advanced studies without first passing an Intermediate examination except in medicine, where he would be excused the Preliminary Science examination. The higher examination would not, except in medicine, entitle him to shorten his university course. The University should exercise pressure upon students to delay leaving school till after passing the higher examination - 40
- A general agreement between the universities, requiring the higher school examination as a condition of matriculation, would no doubt cause schools, which at present cannot provide instruction beyond the standard of the lower school examination, to raise their teaching to the higher level - 40
- As first steps in the direction indicated, the University should cease to admit pupils in schools to its own examinations, including that for matriculation, and no student under 17 years of age should be registered as matriculated. These recommendations are almost identical with the conclusions independently reached by a Committee of the British Association - 41
- Evidence given, urging that 17 should be the minimum age of university entry for girls, and boys also - 41
- The University must retain some form of Matriculation examination designed for students of the age of 17 who are unable to enter through the normal avenue of the secondary school. This examination might be somewhat differentiated for the several Faculties - 42
- In the case of students of mature age it would be sufficient that the Faculty to which admission was desired should satisfy themselves, by means approved by the Senate, that the student was qualified by his attainments and ability to take a full course for a university degree. This privilege to be confined to those desiring to study under teachers of the University - 42

Second Condition—Homogeneity of University Classes.

- Students working in classes of the nature of the German seminar, must all be university students, *i.e.*, students whom the University would admit as candidates for its degree. This condition is necessary to secure the homogeneous body of students required to form the basis of a real university - 42
- Many regular day students in Schools of the University are not qualified for registration as undergraduates, and homogeneity in university classes does not exist. This is chiefly due to the inadequate provision for secondary education. Of other causes, one of the most important is the necessity the colleges have been under of providing professional education for students not intending to take a university course - 42
- The Royal College of Science, not originally founded or maintained as a university institution, is now a School of the University, but the number of students of imperfect general education sent by the Board of Education is a serious source of weakness - 43
- If the University must continue for the present to provide courses of instruction for students not qualified on entrance to read for a degree, these courses must be separate except for lectures from those followed by undergraduates. The Board of Education should support this policy by requiring that all candidates for Royal Scholarships and Free Studentships should be qualified for registration as university undergraduates. Candidates wishing to enter for these Scholarships and Studentships from technical schools and classes should be provided for by scholarships at other institutions - 43
- Insistence on the separation of students is not recommended in the case of courses recognised by the University, but for which it is neither financially nor educationally responsible - 43

Third Condition—a University Quarter.

- Constituent Colleges and University Departments should be grouped as near together as possible. There is practically no geographical problem connected with this centralisation of teaching in the case of whole-time day students. The creation of a University quarter would lead to economy in administration, to increased co-operation between different departments of study in the interests of new lines of work, to greater intercourse between students and teachers, and probably to a better public understanding of the University and its work - 44

Fourth Condition—University Hostels and Societies.

- The influence of the University over its students should be extended by means of residential hostels in the suburbs supported by special funds but under the general supervision of the University; and by encouraging the formation of University societies. Accommodation should be provided in the central University buildings for the Students' Representative Council, and other University societies, and headquarters for the Officers' Training Corps - 45

2. THE CONDITIONS NECESSARY FOR THE REALISATION OF THE FOREGOING ENDS—*continued.* Page

Fifth Condition—a University Professoriate.

In order to ensure that the work of the University is of the kind described the University must provide its own teaching, i.e., appoint, pay, pension and dismiss its teachers. The attempt to establish a body of university teachers of first rank by granting the titles of University Professor and University Reader to selected teachers has proved inadequate - 46

Sixth Condition—Professorial Control of Teaching and Examination.

The standard of a teaching university can be maintained only by the rigid exclusion of students unfit for university work, and the existence of a body of highly qualified teachers. The teachers should, under certain safeguards recommended later, have control of the education and examinations of their students - 47

Seventh Condition—Financial Control by University.

The University must have complete financial control of all the institutions within it. This control should be vested in a small Council or Senate acting as the supreme executive body of the University - 48

3. THE GOVERNMENT OF THE UNIVERSITY.

The supreme power of the University should be vested in a widely representative Court. The argument that a large and heterogeneous body would have no power is due to confusion of thought between legislative and executive functions. The Court would have final control over the Statutes, the admission of institutions as Constituent Colleges, and the recognition of others as Schools of the University - 48

The Senate should be so constituted as to be able to work out a carefully considered policy for the maintenance and development of university teaching. A large proportion of its members should be nominated by the Crown and not elected by other bodies, nor should it consist as to any large part of teachers. Sudden reversals of policy would be guarded against by the legislative control vested in the Court, and by its power of bringing public opinion to bear upon university policy - 48

The Academic Council should be a body of university teachers to which the Senate might delegate some executive functions, and so constituted, from an advisory point of view, as to ensure that the Senate should have before it the opinion of the University Professoriate upon any educational question affecting the University as a whole - 49

Much greater freedom of government should be provided for the reconstituted University, and to this end the Statutes should be simple and few, leaving as many things as possible to be settled by regulations and byelaws of the University - 49

An organisation applying to the best institutions the principles governing the organisation of universities of the professorial type everywhere else would ultimately be raised. For some institutions meantime a looser form of connexion must be provided and opportunity for graduation offered to the External student - 50

Any reconstruction less fundamental than that proposed would be useless - 50

PART III.

THE APPLICATION OF THE FOREGOING PRINCIPLES.

1. THE FINANCIAL AND EDUCATIONAL CONTROL OF CONSTITUENT COLLEGES AND UNIVERSITY DEPARTMENTS.

The Acts incorporating University and King's Colleges are valuable precedents, and illustrate the application of general principles to the special circumstances of particular cases - 50

Complete incorporation is the ideal to be aimed at, but something less than this will not be incompatible with university control of financial and educational policy in particular cases - 51

Constituent Colleges may be established by the University, but any educational institution which is strong enough in one or more Faculties, and which transfers to the University the financial and educational control of one or more of these Faculties, would become a Constituent College in the Faculty or Faculties concerned. An institution would not be considered strong enough to become a Constituent College in any Faculty unless able to provide a full course for the first and higher degrees awarded in that Faculty. The responsible teachers in these Colleges would be University Professors or University Readers - 51

A department dealing with a single subject of study, or a group of studies of less range than a Faculty, either established by the University or put under its control, would become a University Department of that particular study or group of studies. Its teachers would have the same status and powers as teachers of similar standing in Constituent Colleges - 51

2. THE CONSTITUTION AND GENERAL POWERS OF THE FACULTIES.

The Faculty is the natural basis of university organisation - 51

Though the constitution of the Faculties may vary in detail certain powers will be common to them all - 52

University control of the teaching is assumed in dealing with the teachers to be included in the several Faculties - 52

The constitution and the general powers and duties of all the Faculties - 52

Regulations should provide for the summoning and holding of joint meetings of two or more Faculties and of general meetings of all the Faculties - 53

3. THE RELATION OF THE FACULTIES TO CONSTITUENT COLLEGES AND UNIVERSITY DEPARTMENTS.

The freedom of the teachers is dependent upon the relation of the Faculties to the teaching and examinations. If this freedom is to be maintained, the functions of the Faculties and Boards of Studies with respect to courses of study and examinations for degrees must allow scope for initiative - 53

3. THE RELATION OF THE FACULTIES TO CONSTITUENT COLLEGES AND UNIVERSITY DEPARTMENTS— <i>continued.</i>	Page
The appointment of the best teachers, under proper conditions would be secured by adopting the present rules for appointment to professorships in staffing Constituent Colleges and University Departments - - - - -	53
The powers of the Faculty with regard to courses of study and examinations - - - - -	53
The subjects of study within a Faculty should be organised in departments which may, if necessary, extend beyond an individual Constituent College, provided that any two Colleges between which a department is divided are in such proximity as to allow of effective supervision by a single head, who must be a University Professor, or, if the University has appointed as professor in that branch of study, a University Reader - - - - -	54
The head of each department in a Constituent College would himself interpret the general regulations of the Faculty relating to his branch of study, prescribe the course of study to be followed, the classes and lectures to be held, and have control of his department, laboratories and libraries, subject to the control of the delegacy of the College or delegacies of the Colleges in which his department was situated in matters affecting time-table, finance, discipline, and the like - - - - -	55
A subordinate teacher in a department should have power to approach the delegacy of the College in regard to courses of instruction he may be required or wish to give, and in regard to access to laboratories and libraries; and their decision should be final - - - - -	55
The examinations should be conducted by the head of each department, and under his direction by the other teachers in his department, but for public examinations one or two Assessors appointed by the Faculty would be conjoined with him - - - - -	55
The Assessors would have the right to refer to the Faculty any examinational matter upon which they disagreed with the head of the department; the decision of the Faculty, or in urgent cases, of the Dean, would be final - - - - -	55
Any delegacy of a Constituent College or University Department would have the right to appeal to the Senate against the decision of a Faculty on a matter of principle. The decision of the Senate, which would be final, would not invalidate the past action of the Faculty, but be a direction for their future guidance - - - - -	55
The heads of departments and other teachers in a Faculty attached to a Constituent College, together with the Assessors appointed by the Faculty, would form the Examining Board for public university examinations for degrees of candidates in that College - - - - -	55
Although the examinations in Constituent Colleges may vary from College to College, the standard for the degree will be secured by maintaining the standard of education leading up to it, and the standard of education will in turn be secured by maintaining the standard of the teachers and the fitness of the students to profit by the teaching. This last condition can be secured only by requiring the students to have received a proper preliminary education. Unless this view of the standard of a degree is recognised no effective organisation of the University is possible - - - - -	55
The Faculties will be assured by reports (<i>a</i>) from Boards of Studies that the range of study in a subject as treated by different teachers will broadly be the same, and (<i>b</i>) from its Assessors that the standard of the examinations and other tests is broadly the same - - - - -	56
Before admitting institutions as Constituent Colleges some test must be applied to ascertain if their standing justifies admitting them to the privileges proposed for their teachers. A rough, but sufficiently accurate test is supplied by the action of the present Senate with regard to the conferment of the titles of University Professor and University Reader - - - - -	56
THE FACULTY OF ARTS.	
Table showing the present teachers in the faculty of Arts to whom the Senate has granted, or would be prepared to grant, the title of University Professor or University Reader - - - - -	57
The institutions at present suitable for inclusion as Constituent Colleges in the Faculty of Arts are: University and King's Colleges, and possibly Bedford College - - - - -	58
The London Day Training College, subject to arrangements with the London County Council, might become a University Department of Education - - - - -	58
The estimates of the Academic Council for the additional provision required in the Faculty of Arts are based upon an assumed additional income of 90,000 <i>l.</i> a year for all the Faculties - - - - -	59
The Commission's estimates are based upon a consideration of the minimum with which it would be possible for a University Faculty of Arts to work. The minimum salary of a Professor in this Faculty is therefore fixed at 600 <i>l.</i> instead of 800 <i>l.</i> , but the higher rate should be adopted as soon as possible. The minimum salary of a Reader should be 300 <i>l.</i> - - - - -	59
The minimum salaries proposed for University Professors and Readers would not necessarily be paid to present holders of posts - - - - -	59
The additional financial provision required in University and King's Colleges - - - - -	60
The present buildings of King's College are unsuitable for a University College of the first rank, but the reorganisation of the University should not be delayed for the removal of the College - - - - -	61
No additional financial provision is necessary for the inclusion of the London Day Training College as a University Department of Education - - - - -	61
The staff of Bedford College is considerably below that necessary for a self-sufficing Constituent College in the Faculty of Arts, but the system of inter-collegiate lectures already established with University College might be extended, and departments at present in charge of a Reader or a lecturer should be linked up with departments at University College which are under the direction of University Professors. Subject to these conditions the College might be included as a Constituent College in the Faculty of Arts - - - - -	61
On the reconstitution of the University the new School of Oriental Studies should become a University Department of Oriental Studies governed by a delegacy of the Senate and under the complete educational and financial control of the University. The departments of Oriental Languages at University and King's Colleges should be abandoned and the oriental books in those colleges transferred to the library of the new School - - - - -	62

THE FACULTY OF ARTS—*continued.*

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Arts and Science degree courses for evening students should not be given at University and King's Colleges or at the School of Economics	63
Mr. Sidney Webb considered that, owing to the wide area of the University and the large number of students to be dealt with, all evening work, except the highest, should be done, not in the University but in "mixed" institutions maintained by Local Education Authorities. Dr. Garnett shared this general conception of the University	63
Mr. Webb's estimate of the number of students for whom a university education will be required is greatly in excess of the proportion of university students in European countries where education is most fully organised and developed	63
The higher work of the Polytechnics should be encouraged by the University, but in the ultimate issue the University alone must decide what are the necessary conditions of university education. The University should itself maintain a College for evening students, thereby providing a standard for the evening work carried on under Local Education Authorities	64
The courses for evening students in the Faculties of Arts and Science should be provided near those in the Faculties of Laws and Economics, to allow of cross-combinations of study and of intercourse between teachers in the different Faculties. The West Central district has proved convenient for evening students, and the courses should be given within a short distance of the central University buildings where the students' clubs and societies will be situated	64
The Birkbeck College should become a Constituent College in the Faculties of Arts and Science for evening and other part-time students. It has a large number of evening students reading for degrees, and the numbers would be increased if the evening degree courses at King's College were abandoned as it is thought they should be	65
The Evening Constituent College would be reserved exclusively for part-time students to avoid a double burden of work being thrown upon the teachers, and the difficulties arising from a double use of laboratories. Teaching in the Faculties of Laws and Economics is not analogous. The chief colleges in those Faculties have, in consequence, been organised as day colleges	65
The reorganisation of the Birkbeck College as an Evening Constituent College would necessitate considerable changes in its government and staffing, and it is estimated that additional income amounting to at least 10,000 <i>l.</i> a year would be required for its establishment, but the results likely to accrue from the foundation of an evening University College of the first rank in the Faculties of Arts and Science would justify the cost	65
No estimate is made for additional buildings for the Faculty of Arts. The estimates submitted by the several Schools of the University would require modification if the University were reconstituted so as to enable it to adopt a considered policy for the Constituent Colleges in the various Faculties	66
King's College for Women is dealt with under the Faculty of Science	67
It is hoped that the governors of the East London College will be able to strengthen their staff in the Faculty of Arts so that the College may be qualified for inclusion as a Constituent College in that Faculty	67
The Royal Holloway College and Westfield College cannot be brought into closer union with the University than at present exists	67
None of the institutions which are not Schools, but have "recognised" teachers in Arts, are at present strong enough for inclusion as Constituent Colleges	67
Summary of the recommendations made in respect of the Faculty of Arts	68

THE FACULTY OF SCIENCE.

Table showing the present teachers in the Faculty of Science to whom the Senate has granted, or would be prepared to grant, the title of University Professor or University Reader	68
The institutions at present suitable for inclusion as Constituent Colleges in the Faculty of Science are :—The Imperial College, University College, King's College, and, subject to the conditions laid down in the case of the Faculty of Arts, Bedford College. The East London College might also be included if further provision could be made there	71
The University Physiological Laboratory should not be maintained by the University as an independent research department, but might be transferred to the department of Physiology in one of the Constituent Colleges	71
The University Department of Eugenics should be kept in close touch with and proximity to a university teaching centre	71
The removal of the Brown Animal Sanatory Institution into closer proximity with the Royal Veterinary College and co-operation between them would be of advantage to both	71
Full consideration of the relations which should subsist between the Imperial College and the University is given under the Faculty of Technology. The main purposes of the Imperial College as shown by its charter are not only technological but scientific. It would be disastrous to the interests of university education, as well as to the highest technological study, if the Imperial College were not to form a part of the reorganised University. For these reasons it should become a Constituent College in the Faculty of Science as well as in the Faculty of Technology	71
The proposals of the Academic Council for the Faculty of Science, exclusive of ethnology, would involve an additional income of 11,400 <i>l.</i> They exclude a consideration of the needs of the Imperial College	72
The minimum salary of most professorships in the Faculty of Science should be not less than 800 <i>l.</i> ; in some cases 1,000 <i>l.</i> will be necessary. The minimum salary of a Reader should be 300 <i>l.</i> The reservation made in the case of the Faculty of Arts, that increased salaries should not necessarily be given to present holders, applies to the Faculty of Science also	73
No additional income is immediately needed to qualify the Imperial College for inclusion as a Constituent College of the University	73
Additional funds are needed by University College and King's College to raise the salaries of certain professorships to the proposed minimum	73

THE FACULTY OF SCIENCE—*continued.*

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At Bedford College the same difficulties arise as in the Faculty of Arts, and should be dealt with in the same way pending a decision by the University as to the extent to which independent professorships should be attached to the college - - - - -	74
The East London College might become a Constituent College in the Faculty of Science provided the Governing Body were willing to comply with the conditions of university management laid down, and if further provision could be made in respect of certain departments. Meanwhile the College would retain its status as a School of the University -	74
King's College for Women is at present a partially developed University College in the Faculties of Arts and Science. None of its own teachers has the title of University Professor or University Reader - - - - -	74
This College needs special consideration because it is already incorporated in the University. Its distance from the other Schools in the Faculties of Arts and Science prevents it from taking its proper share in the system of inter-collegiate lectures and also prevents it from being linked up with one of the Constituent Colleges in the manner recommended for Bedford College -	75
The cost of establishing a Constituent College for women in the Faculties of Arts and Science in Kensington would be very great, and would be justified only if it were proved that a large number of students would otherwise be excluded from the University. An analysis of the students attending King's College for Women does not justify the expectation that a strong centre of the highest university teaching for women in these two Faculties could be established in Kensington - - - - -	75
The London County Council suggested to the Senate in 1909 that the college should develop its Home Science teaching, and gradually abandon its other departments of work. With this suggestion the Commission are in agreement, except in so far as the teaching of certain subjects in the Faculties of Arts and Science may be necessary in connexion with Home Science and Economics. - - - - -	75
The University should aim at the establishment of a University Department in this group of studies under the name of Household and Social Science, a title which describes better what is aimed at. Care should be taken to differentiate this subject from the Domestic Science now taught in the Polytechnics. The experience of some other universities shows that there is need for university instruction in this group of studies, but the exact range of subjects cannot now be determined - - - - -	76
The lectures in literary and scientific subjects and instruction in music and the fine arts now given at King's College for Women should be transferred to the Extension Department if the University remains responsible for them - - - - -	77
The women's department of Divinity should be continued, but would not be under the educational or financial control of the University - - - - -	77
The South-Eastern Agricultural College at Wye should not be included as a Constituent College, both on account of its geographical position and because the main purpose of the college is, and must always be, the giving of practical instruction and advice to farmers and agriculturists. Comparatively few of its students could undergo the training required for a university degree, but it should encourage its better students to undertake the university course, and to continue beyond a first degree stage by making original research in agricultural science. This would be possible if the college remained a School of the University. The Governing Body should apply for an amendment of its scheme in order to comply with the conditions of university management laid down for Schools of the University. The question of its continuance as a School in the Faculty of Science or its transference to the Faculty of Technology should be decided by the Senate of the reconstituted University - - - - -	77
The Royal Veterinary College, subject to certain conditions, might become the University Department of Veterinary Science. The Governing Body of the College applied recently to the Senate for admission as a School of the University, and subject to certain conditions the Senate were prepared to comply with the request. The Governing Body were unable to comply with all these conditions - - - - -	78
The conditions necessary under the proposals of the Commission for its inclusion as a University Department go beyond those of the Senate. A committee of management of the College should consist, as to a majority, of persons appointed by the University, and the University should have financial and educational control of its teaching activities. Further, the College should abandon the teaching of chemistry and biology, and perhaps also physiology. So long as students of a lower standard of general education than that required of undergraduates were admitted to the college, the more intimate teaching of undergraduates should be conducted separately - - - - -	78
The recent report of the Departmental Committee of the Board of Agriculture makes it the more important to bring the teaching of the Royal Veterinary College into the closest possible association with the University, and if this were done the number of well-qualified veterinary surgeons would, apart from the recommendations of the Departmental Committee, be still further increased - - - - -	79
If the Royal Veterinary College is placed under the educational and financial control of the University, the Brown Animal Sanatory Institution, provided it can be moved into proximity with the Royal Veterinary College, should be placed by the Senate under the Committee appointed to manage the University Department of Veterinary Science at that College. The inclusion of the work of these two institutions in the Faculty of Technology rather than in the Faculty of Science is left to the consideration of the Senate after the reconstitution of the University - - - - -	79
The reconstitution of the Birkbeck College as a Constituent College in the Faculties of Arts and Science for evening students is dealt with under the Faculty of Arts - - - - -	79
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The relation of science departments in Medical Schools to the University is considered under the Faculty of Medicine - - - - -	80

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Of the remaining institutions with teachers of the status of University Professor or Reader, three are doing excellent work each in a special way, though their purposes do not suit them for inclusion as Constituent Colleges, even if the funds necessary to enable them to qualify for this status were forthcoming	80
(i) The Goldsmiths' College is owned and maintained by the University and governed by a delegacy of the Senate. In the event of the University being ultimately unable to maintain the College, the Goldsmiths' Company, who presented the site and buildings to the University, would be prepared to release the Senate from the conditions embodied in the Deed of Gift, though they ask "that their approval be obtained for the purpose to which the University might propose to devote the property or the proceeds thereof if sold." It is therefore probable that they would consider any reasonable proposal for the future use of the buildings and land	80
The chief work of the College, and practically the whole of its day work, is that of a large day training college for elementary school teachers recognised by the Board of Education. Its remaining work is a survival of that carried on when the Goldsmiths' Company maintained the College as a technical and recreative institute	80
Owing to the provision by the London County Council of a new technical institute for South-East London, new work must be found for the Goldsmiths' College. The proposal that a University College should be established on its site is not justified by the demand for full university courses at the College, and the experiment of establishing an evening college in Arts and Science on the south side of the river is a matter for the future. The Commission's proposals for the Goldsmiths' College are contained in a later part of the Report	81
(ii) The School of Pharmacy of the Pharmaceutical Society does not appear to have had, and is never likely to have, any university students. There is therefore no reason for any connexion with the University	82
(iii) The aims and purposes of the Finsbury Technical College are not those of university study. It would gain nothing, and might lose much, if its students studied for university examinations, and it would be diverted from its true functions if included as a Constituent College or recognised as a School	82
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THE FACULTY OF TECHNOLOGY.

As already stated, technological studies should be included in a city university. The principles underlying the sciences rather than their application are needed by the masters of industry equally with the doctor and lawyer, and the methods and spirit of university work are necessary to permanent advance in the application of science to practical needs. The suggestion that a separate technological university in London having as its centre the Imperial College would best serve the interests of advanced education in technology is probably due to the belief that the University would remain more or less what it is now	83
The Departmental Committee on the Royal College of Science, after setting out the arguments for and against the independence of the Imperial College from university control, stated that if changes in the character and constitution of the University could be made which would render an amalgamation of the two institutions desirable, they would wish such modifications to be made and an amalgamation effected, and they suggested that a Royal Commission should be appointed to consider what the changes should be. The present Commission has been led by a consideration, not only of the questions raised by the position of the Imperial College, but also of the general defects in the present University, to recommend a reconstitution of so fundamental a character as to alter the whole position as it presented itself to the Departmental Committee in 1906	84
The views of the Governing Body differ somewhat from those of the Departmental Committee, and if some of their proposals were taken literally they would necessitate the establishment of a technological university under the control of the Imperial College as now constituted. The result would be :—	
(i) There would be two universities in London, each aided largely by the State. Two Royal Commissions and the Departmental Committee of 1906 have reported against such a measure.	
(ii) The technological work of the University of London would either be continued as at present, thus causing competition, if not hostility, between the two universities aided by the Exchequer; or all technological work would be excluded from the University of London. This would mean the abandonment or the transference to the other university of the engineering departments of University, King's, and the East London Colleges; perhaps also the department of architecture at University College and the possible transference of the Brown Animal Sanatory Institution. The difficulties of transferring these various departments would be very great.	
(iii) The technological university would either continue to include pure science as the Imperial College does now, in which case it would come into direct competition with the University of London in this Faculty, also aided by the Exchequer; or the Imperial College would have to abandon its pure science teaching and with it the continuance of the Royal College of Science. Apart from financial considerations this solution would be impossible.	
(iv) A separate technological university would either have to teach its students from the beginning of their course, thereby abandoning the aim of confining itself to advanced and research work; or it would have, at least so far as its London students were concerned, to leave this duty to the University of London and its institutions, with a prohibition against any higher technological work.	
These consequences of the establishment of a technological university in London are sufficient to prove the injustice and the unbusinesslike nature of the proposal	84
The Charlottenburg Technical High School at Berlin has no true analogy with the Imperial College.* The scope of the latter is much wider than that of Charlottenburg. Neither does	

THE FACULTY OF TECHNOLOGY—*continued.*

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- the University of Berlin contain departments of engineering such as those founded in connexion with the University of London long before the establishment of the Imperial College. Many Germans of standing now regret the exclusion of a technological faculty from their universities. The practice of including technology among university studies is not confined to England or to the United Kingdom generally but is to be found in all the universities of the Dominions - 85
- If the contention of the Imperial College is that the College differs from other schools of engineering because it ought in time, whatever its present practice, to devote itself solely to advanced work and research—to be a kind of super-university—then the analogy of Charlottenburg fails entirely, since the main work of that institution is undergraduate and its standard of admission that of the German universities. A super-university could not exist unless it could obtain and retain the services of the greatest living teachers in all its departments of study. This being impossible, the most advanced students would go wherever the best teachers could be found - 86
- The proposal to confine the College to senior and post-graduate students is of doubtful advantage to the highest education in technology. The supervision and influence exercised by teachers over the work of the students is desirable from the beginning of their university course. One Sub-Committee of the Imperial College expressly deprecated abandoning the first three years' work, and another contemplated the continuance of it and based their proposals upon that assumption - 86
- Rightly interpreted, the terms of the Imperial College Charter give a true description of the purposes it should continue to serve, *i.e.*, to "give the highest specialised instruction . . . and provide the fullest equipment for the most advanced training and research in various branches of science, especially in its application to industry," but this does not mean abandoning the more elementary work. The intentions of the Charter will not be realised unless the relations of the College and the University make possible the co-ordination of the highest technological work in London. The University needs fundamental changes before it can fulfil its part in co-ordinating and supervising this work, but much closer union of the College with the University is also essential to the proper provision of technological education - 87
- One immediate advantage would accrue to the College by closer connexion with the University, *viz.*, the raising of the standard of general education of students on admission - 87
- ut if the connexion of the College with the University is to be closer than in the past it must also be free to develop naturally on its own lines. This freedom can be provided for in all essentials within the terms of the conditions laid down for Constituent Colleges of the University, with certain modifications of detail - 88
- The constitution of the Governing Body of the Imperial College might remain much the same as at present, but the powers and duties of the Executive Committee recently established by the Governing Body should be transferred to a Statutory Committee of the Senate, appointed annually, consisting, as to at least three-fourths of its members, of men of affairs and experts; a bare majority to be appointed by the Senate; the minority to be appointed by the Governing Body of the Imperial College - 88
- The management and finance of the Faculty of Technology should be vested in the Committee for Technology subject to the sanction of the Senate to its annual budget. The sanction of the Senate should not be given or refused until after consultation with the Governing Body of the Imperial College and the delegacies or local committees of the other Constituent Colleges concerned - 88
- The appointment to Professorships and Readerships in the Faculty of Technology throughout the University would in future be made by the Senate upon the report of the Committee for Technology after this body had considered the recommendations of Boards of Advisors - 89
- The departments of pure science in the Imperial College should not be removed from the College, but the Committee for Technology should guard against the organisation and the development of these departments in a way detrimental to the Faculty of Science as a whole. The Committee should, therefore, consult the delegacies of other Constituent Colleges in the Faculty of Science before initiating new, or developing existing departments in that Faculty - 89
- The present Faculty of Engineering should be merged in one of larger scope, and its name changed to indicate this. Engineering will doubtless form the larger part of technology but provision must be made for the inclusion of other technological subjects. The proposed Institute of Technical Optics is one instance of this; another important subject is economic botany, and the growing application of science to industry will increase the demand for university departments of technological study - 90
- The constitution of the Faculty of Technology would differ from that of the Faculties of Arts and Science in order that the teaching should be kept in close touch with the various industries concerned. It should therefore include lay members with special scientific knowledge of those industries. Their functions should not be limited by Statute, but be dealt with by the Senate as experience may suggest - 90
- Table showing the present teachers in the Faculty of Technology to whom the Senate has granted, or would be prepared to grant, the title of University Professor or University Reader - 91
- The institutions at present suitable for inclusion as Constituent Colleges in the Faculty of Technology are: the Imperial College, University College, and King's College - 92
- The Academic Council state that their estimates for the Faculty of Technology are quite inadequate for its needs, but would furnish three Professorships and three Readerships. These posts would provide for specialist teaching and research in branches of engineering which are at present unprovided for or inadequately treated - 92
- The minimum salary of a University Professor in the Faculty of Technology is estimated at 1,000*l.*, and of a University Reader at 500*l.*, but these salaries would be dependent on the assignment by the University of the status of University Professor or Reader to the present occupants - 92

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No additional income is needed to qualify the Imperial College for admission as a Constituent College in the Faculty of Technology	92
Additional funds are needed by University and King's Colleges to raise the salaries of certain professorships to the proposed minimum	93
If the Governors of the East London College were prepared to strengthen their department of Engineering sufficiently to qualify the College for admission as a Constituent College, and were also prepared to place the department under the management of the Committee for Technology in the way proposed for the departments of Engineering at University and King's Colleges, it might be included as a Constituent College in the Faculty of Technology.	
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The School of Economics is the only institution which could be admitted as a Constituent College in the Faculty of Economics. A delegacy should be constituted from the present Governing Body, and the existing property of the School should be transferred to the Senate	95
The Academic Council recommend an expenditure of 3,000 <i>l.</i> a year in this Faculty on the provision of new Professorships and Readerships. These posts should be created as soon as possible, but the Commission's estimates are confined to the minimum salary necessary to establish the Faculty on a reasonably efficient basis	95
The minimum salary of a Professor in this Faculty should be 600 <i>l.</i> in the first instance and of a Reader 300 <i>l.</i>	96
The School of Economics estimate the need for further buildings and equipment at 31,500 <i>l.</i> together with an endowment of 10,000 <i>l.</i> for their maintenance	96
A well-equipped department of Ethnology is a necessary adjunct to the School of Oriental Studies about to be established, and the University Department of Ethnology might, at least for the present, be housed in the School of Economics if the University considered this to be the most convenient arrangement	96
The Goldsmiths' Library of Economic Literature, at present housed in the University buildings at South Kensington, should be housed within the School of Economics	97
The courses for evening students in this Faculty should be continued at the School of Economics. The organisation of this School has been skilfully adapted to meet the needs of its students of all classes. But in this School, as in other Constituent Colleges of the University, undergraduate classes, as distinct from lectures, should be confined to matriculated students, other students being provided for separately	97
Since the main teaching in this Faculty should be concentrated at the School of Economics there should be no immediate extension of the department of Political Economy at University College. Economics being, however, a subject of study for the first degree in Arts, instruction in it may properly continue to be provided at University College. The Professor of Comparative Law should also be retained at University College, at least until the University has been able to adopt a considered policy for the organisation of the Faculty of Laws	97
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THE FACULTY OF MEDICINE.

The origin of the movement for reform in the Faculty of Medicine was dissatisfaction on account of the small number of London students who obtained a Degree. Consideration of this grievance is postponed till after a decision as to how this Faculty can be organised on a University basis	98
The Faculty of Medicine requires special treatment, because the test applied to the teachers in other Faculties cannot be applied here	98
Teachers of most of the Advanced Medical Studies do not satisfy the conditions required for the titles of Professor and Reader, and the University has not conferred them	98
It is denied that clinical teachers should comply with the conditions of employment as regards salary, time, &c., required in other Faculties. It must, therefore, be considered whether the standard required in other Faculties must be abandoned, or whether none of the existing Medical Schools can be admitted as Constituent Colleges	98
The questions arise: What is the nature of the clinical teaching the University should provide? Is it provided at present? If not, what changes are required? The proper organisation of a University Medical College will depend on the answers	98
The proper organisation of the Intermediate Sciences of anatomy, physiology, and pharmacology will also depend on the answers to these questions	98
The way of providing for instruction in the Preliminary Sciences of physics, chemistry, and biology requires a consideration of the whole medical curriculum and its relation to secondary schools	99
It must finally be considered whether, and, if so, how the University is to obtain the educational and financial control of one or more of the Medical Schools which is required in the case of institutions to be admitted as Constituent Colleges	99

Present Organisation of Medical Education in London.

The relation of the University of London to medical education before its reconstitution	99
The changes effected by the reconstitution were:—The Faculty of Medicine was constituted; Boards of Studies were appointed; Schools were admitted in the Faculty of Medicine; the distinction between Internal and External students was introduced; a Committee of Medical members of the Senate was formed	99

THE FACULTY OF MEDICINE—*continued.*

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The changes did not accomplish much. The Faculty is too large for effective action. The Committee of the Senate and the Boards of Studies made improvements in the curriculum and examinations. The Medical Schools remained almost as detached from and as independent of the University and of each other as before - - - - -	100
The main difficulties of creating a University School of Medicine arise from the historical evolution of medical teaching in London - - - - -	100
Professor Starling's account of the history of the London Medical Schools - - - - -	100
The main defects in the existing system are :—Absence of University ideal ; subordination of teaching to examination ; waste of energy in hospital Schools - - - - -	102
To some extent the University may be to blame, but it has not had the means of assuming financial responsibility for medical education. It has confined itself to prescribing a curriculum and conducting examinations on a syllabus - - - - -	102
The Medical Schools have had the responsibility for medical education, and may claim that their interests should be considered in any reorganisation of medical education in London - - - - -	102
On the other hand they are almost as closely connected with Oxford and Cambridge and the Conjoint Board as with London University. They prepare indifferently for the examinations of all qualifying authorities for which their students desire to enter. Their teaching is subordinated to external examinations - - - - -	102

The Medical Curriculum.

The curriculum is divided into three parts : Preliminary, Intermediate, and Advanced Medical Studies - - - - -	103
The Preliminary and Intermediate Studies are not necessarily connected with a hospital, whereas most of the Advanced Medical Studies must be pursued where medical and surgical cases are - - - - -	103

Preliminary Medical Studies.

Statute 80 was intended to bring about concentration. The Statutory Commission of 1898, following the Gresham Commission Report, recommended concentration of the Preliminary, Intermediate, and some Advanced Medical Studies. The Senate attempted to bring about concentration, but the Scheme failed. Reasons for failure - - - - -	103
The reasons for concentration no longer hold good to the same extent as formerly - - - - -	103
The chief difficulty in arranging for adequate instruction in the Preliminary Sciences is the want of time - - - - -	104
The Board of Preliminary Sciences recommend teaching with special reference to future application - - - - -	104
The existing arrangements for science teaching are not satisfactory - - - - -	104
The Preliminary Sciences should be special subjects of the last two years of a secondary school course and be included in the higher school examination which would exempt from the Preliminary Science examination, give admission to the Faculty of Medicine and shorten the university course to four and a half years - - - - -	105
Evidence of the Association of Public Schools Science Masters that science teaching in some schools is of a high standard - - - - -	105
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Intermediate Medical Studies.

The organisation of instruction in the Intermediate Sciences is postponed till after a consideration of the clinical instruction - - - - -	106
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Advanced Medical Studies.

This part of the curriculum is dealt with in the following order :—

- (1) Clinical instruction in the general hospital.
- (2) Clinical instruction in special hospitals—fevers and insanity.
- (3) Medical Science which must be taught in close connection with a Hospital Medical College—pathology. In this connection the Intermediate Sciences of anatomy, physiology, and pharmacology will be considered.
- (4) Medical Sciences which may be taught outside Hospital Medical College—public health and forensic medicine - - - - -

1. Clinical Instruction in the General Hospital.

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The question first raised before the Commission by Mr. Flexner - - - - -	107
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The principle underlying his argument is that university teaching can only be given by men who are engaged in the advancement of knowledge in their subject. The Commission have strongly insisted on this view - - - - -	108
Mr. Flexner's remedy for the defects he criticises is to reconstruct a Medical School on modern lines, which would provide a model to which the others would in time conform - - - - -	108
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Sir William Osler supports the view that a complete reorganisation is necessary and describes his plan of the "hospital unit," which corresponds generally to the German clinic - - - - -	109
This organisation admits of variation - - - - -	110
Sir William Osler introduced at the Johns Hopkins University the system of clerks and dressers which is distinctive of the English Medical School - - - - -	110

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The essence of the contention is that the clinical teachers in a University Medical School must be University Professors in the same sense as the teachers of chemistry and physiology	110
If this is admitted, the rest follows. The "hospital unit" is simply the organisation required to enable the clinical professor to do his work of teaching and research, just as the professor of chemistry needs his laboratory, and the professor of history his library	110
It is not denied that the English physicians make use of the assistance which science can give them in the diagnosis and treatment of disease	110
But, it is contended, that if co-operation between the physician and the pathologist and other men of science is necessary for the diagnosis and treatment of disease, it is also necessary for the advancement of medical science; that co-operation does not exist in the Medical School so long as the physicians and surgeons do not give their time to attacking the problems of disease, and become the directing and controlling members of a group of men working for a common end	111
It is not denied that the English system of clerks and dressers is a most valuable training and ought to be continued. But it is said that the clinical demonstration is also a valuable and necessary form of teaching	111
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Proposals for Reform submitted to the Commission :—	
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This view cannot be accepted. The University must begin with the undergraduate, and its instruction must be continuous. The undergraduate course must be university education in quality and spirit and aim	117
(2) That individual professors should be appointed in a number of different Medical Schools from the members of the existing staff. That their clinics should be mainly though not exclusively post-graduate	117
This proposal, made by St. Bartholomew's Hospital Medical School, would not give the University even the beginning of an organised Faculty of Medicine	117
(3) That Professors should be appointed in different Medical Schools, and that two classes of students—university and non-university—should work together throughout most of their course, but that a final year of systematic training by the Professors should be provided for the university students	117
The main objection to this scheme, which was proposed by Dr. Head, is that it does not provide university education for anyone throughout his whole course	118
(4) That a whole hospital should be organised throughout into as many "units" as the beds will allow, but that the present physicians and surgeons should take the place of Professors	119
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If clinical instruction is organised on a university basis the case for the concentration of the Intermediate Sciences loses its force, and the proper course is to provide for the teaching and study of anatomy, physiology and pharmacology in the Medical College along with the several branches of pathology, and in close proximity to the clinical work of the hospital	125
Meanwhile, the departments of anatomy, physiology and pharmacology at University and King's Colleges will be University Departments in Intermediate Medical Sciences	125
(4) Medical Science which may be taught outside the Hospital Medical College.	
(a) Hygiene or Public Health.	
This Science is less concerned with disease in the particular case than with the conditions of health in the individual and the community, and the causes and prevention of endemic and epidemic disease	125

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If more convenient the department may be established elsewhere than in the Hospital Medical College - - - - -	125
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(b) Forensic Medicine.

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The Organisation of the Faculty of Medicine.

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There are more Medical Schools than are required for the education of the students - - - - -	126
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Even if they are willing, the existing Medical Schools cannot all become Constituent Colleges - - - - -	130
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The cost limits the number of University Medical Colleges to the number required for the university students - - - - -	131
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It is undesirable to set up an opposition to the existing Medical Schools if some will consent to become Constituent Colleges - - - - -	131
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The whole School would be under the educational and financial control of the University from the first, but the whole hospital could not be organised on a university basis till the present clinical teachers retired - - - - -	131
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THE FACULTY OF LAWS.		Page
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The teaching of law is not conducted in any separate institution, but there is a proposal to concentrate it at King's College. When money is forthcoming for the appointment of Professors and Readers the College where the teaching is concentrated will become a Constituent College in the Faculty of Laws	145	145
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The Inns of Court and the Law Society have powers and duties of a national character, with which the University has no claim to interfere. But the duty of the University to make provision for the scientific study of law is not limited by the requirements of those about to enter either branch of the legal profession. Legal instruction is required by many other classes of persons, but the University has also a part to play in the education of the professional lawyer	146	146
A purely professional training is necessary, but a university education is the best foundation for this	146	146
The public requires protection against unqualified practitioners in the case of solicitors as in the case of doctors. Therefore a solicitor must serve an apprenticeship; but it is doubtful whether the Law Society's final examination should be compulsory in all subjects. University education is required in other countries, and Parliament, which trusts the universities with the training of doctors, would probably trust them with the education of lawyers so far as they were willing to undertake it	146	146
In 1903 the Law Society established a law school of their own. In the provinces the Society provide for the education of their students by making grants to universities. In London they not only provide classes for their own examinations, but classes of their own for the External degrees of the University	147	147
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The whole body of law, including the law of England as it stands to-day, is capable of scientific treatment, and is a department of learning with which a university ought to deal. The most scientific treatment of it which a university can provide is the best foundation for professional work	148	148
The proposal to found a great School of Law in London has been made more than once, and has come to nothing. The real seat of learning is a university, and it is as the Faculty of a university that the scientific study of law should be carried on in its relation to other departments of learning. It will be of advantage to have some distinguished members of both branches of the legal profession on the Faculty of Laws	149	149
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The minimum salary of a Professor in this Faculty should be 800 <i>l.</i> , and of a Reader 300 <i>l.</i> In some cases, courses in special subjects would be short, and it would be of advantage to appoint men in active practice to the position of Associate Professors or Readers. The cost of establishing a Faculty of Laws would be 40,000 <i>l.</i> a year	149	149

THE FACULTY OF THEOLOGY.

The Faculty of Theology differs in an important respect from all the other Faculties, since all the "recognised" teachers in it are subjected to a religious test by the bodies appointing them	149
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THE FACULTY OF THEOLOGY—*continued.*

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The University has made no appointments itself, nor has it awarded the title of University Professor or Reader to any of the "recognised" teachers - - - - -	150
When degrees in Divinity were instituted the Faculty was not constituted as a superior Faculty, and a degree in Arts was not made a necessary preliminary - - - - -	150
As a large part of the course in theological colleges has to be devoted to the general education of the student, the degree awarded by the University for the successful completion of a three years' course should be the B.A. rather than the B.D. The University should ultimately require a full Arts course and a first degree in that Faculty as well as a course in theology from all candidates for the B.D. Meantime the course for the B.A. examination might be confined to theological subjects, provided the course for the Intermediate examination were confined to subjects falling ordinarily within the Faculty of Arts. The degrees in Divinity would then again belong to a superior Faculty and the standard required of students for the B.D. would be higher than that required in the same subjects for the B.A. - - - - -	150
The constitution and purposes of the theological colleges are unsuitable for Constituent Colleges of the University, but those satisfying the conditions laid down would remain Schools of the University in the Faculty of Theology - - - - -	150
Although the degrees in Divinity should be those of a superior Faculty, it will probably not be possible to establish a Faculty of Theology under the conditions proposed for other Faculties until the University is able and willing to appoint professors to chairs free from any religious test, who could give complete courses for degrees in Divinity. If the University appoints Professors and Readers to give complete courses for degrees, the college where the teaching is given will be a Constituent College in the Faculty of Theology. Until this is possible a Board of Theology should be established which would include all the heads of departments in institutions recognised by the University as Schools in Theology - - - - -	150

THE FACULTY OF MUSIC.

Music has always been included among university studies, but in the ancient universities no Faculty of teachers has survived. Degrees in Music have until recently been awarded to external candidates merely on an examination which included the submission of an original composition - - - - -	150
The constitution of the present Faculty and Board of Studies in Music - - - - -	151
A university degree course is unsuitable for most students of music, who are, and probably always will be, persons intending to enter an executive branch of the profession - - - - -	151
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A Faculty of Music of the kind that has hitherto existed in the University is unnecessary, and this view appears to be shared by the present Faculty itself. Neither is there any means of establishing a Faculty with the constitution and powers contemplated for these bodies, but the University should have power under its Statutes to establish a Faculty of Music in future if it thought this desirable and had the means of supporting the necessary professorships - - - - -	151
There should be Professors of Music, but they should belong to the Faculty of Arts, where their courses might be related to and supplemented by other studies - - - - -	152
The estimates of the Academic Council are confined to an additional 500 <i>l.</i> to be added to the existing endowment of the King Edward Chair, which should ultimately be converted into a full-time appointment, dealing mainly with the history of music. The policy indicated by them is sound, and nothing further is necessary - - - - -	152
Any formal connexion between the three Colleges of Music and the University is of no advantage either to them or to the University. The title of "recognised" teacher should be abandoned in music, equally with other subjects. External degrees in Music should be continued - - - - -	152

UNIVERSITY FEES.

The fees charged for full-time students in the institutions recommended for inclusion as Constituent Colleges are so much higher than those charged in the other institutions connected with the University that it might be said that true university education would be available only for the more well-to-do. It may justly be argued that students in London should not be called upon to pay more for a university education than those of corresponding means in provincial universities. No system of scholarships and free places would meet the difficulty - - - - -	152
The variation in the fees charged at Polytechnics for a full three years' course for day students is very considerable, and tends to a belief that the difference lies, not in the character of the course, but in a social distinction. Any organisation of the University, based or appearing to be based upon a segregation of students according to wealth, is disastrous to one of the most important social purposes for which a university exists. If a university is built up of colleges, some cheap and some expensive, either the cheap colleges give an inferior education or receive a larger share of aid from endowments or public funds. Both alternatives are objectionable - - - - -	153
Report A. of the Academic Council advocates the equalisation of fees all over London as the ultimate ideal, but unless the London colleges can attract large endowments like the University of Manchester or receive about the same proportion of aid from public funds no great reduction in the present fees is possible. The low fees charged in the Faculties of Laws and Economics constitute no argument; practically all the students in Laws are part-time students and the School of Economics, where nearly all the teaching in that subject is given, received in 1910-11 nearly 30 per cent. of its income directly or indirectly from the London County Council - - - - -	153
The percentage of income derived from fees at various colleges proves that any practicable reduction in fees would not reduce the London percentages to those of the provincial colleges - - - - -	153

UNIVERSITY FEES— <i>continued.</i>	Page
The establishment of uniform fees for the universities and a determination of their proper amount should be made part of a general consideration of the national provision for university education, a matter beyond the Commission's reference - - - - -	154
The fees in the Constituent Colleges and University Departments should be reduced to an average annual fee of 15 <i>l.</i> for the full degree course in Arts, 20 <i>l.</i> in Science, and 30 <i>l.</i> in Engineering - - - - -	154
The cost of reducing the fees of full-time matriculated students in the several Constituent Colleges considered - - - - -	154
It is estimated that the total cost of reducing the fees for full-time matriculated students in the Constituent Colleges would require an additional income of about 13,500 <i>l.</i> - - - - -	155
If the East London College were to be included as a Constituent College in any Faculty the uniform university fee should be charged but a bursary sufficient to reduce it to a net sum of 10 <i>l.</i> 10 <i>s.</i> should be awarded to each student genuinely resident within the area assigned to the College, provided the authorities are satisfied his financial circumstances warrant it. The area of the College for this purpose would be determined by the University - - - - -	155
Three matters of importance in connexion with fees must be emphasised—	
(i) The University should adopt a fixed composition fee for the full degree courses given in Constituent Colleges and University Departments in each Faculty.	
(ii) The inclusive fee chargeable in Constituent Colleges should cover the cost of admission to the various societies grouped under the Students' Union of the College.	
(iii) The additional income of 13,500 <i>l.</i> which is estimated for a reduction of the inclusive fee for courses for a first degree in the Faculties of Arts, Science and Engineering would suffice only for the present number of students - - - - -	155
SUMMARY OF ADDITIONAL INCOME REQUIRED.	
The total additional income required for salaries and maintenance of libraries and laboratories and the reduction of fees to university students amounts to 99,000 <i>l.</i> The capital sums required for the purchase of new sites for the University headquarters or for any Constituent Colleges, or for the erection of new buildings, have not been estimated. The difficulties of creating a University quarter would not be insuperable if a careful policy were steadily and consistently pursued - - - - -	156
THE CO-ORDINATION OF THE FACULTIES.	
The machinery for co-ordinating the work of the Faculties and the government of the University as a whole must be provided for. For these purposes an Academic Council, a Senate, and a Court should be established - - - - -	156
The organisation recommended provides for a division of the business and financial work on the one hand, and of the academic and educational work on the other between two bodies of experts, each specially qualified for their own work but kept in close touch with each other. The Senate will be concerned with administration and finance, the Faculties with education, and the Academic Council will act as the co-ordinating body - - - - -	157
<i>The Court.</i>	
The legislative power of the Court would be its supreme function and, except by the interposition of Parliament, the only means of altering the constitution and government of the University. The Court would not be responsible for the original Statutes - - - - -	157
The powers of the Court summarised - - - - -	158
The Commission is in substantial agreement with Report A., of the Academic Council as to the constitution of the Court. The more important points of difference are :—	
(i) The representation of the teachers would be confined to the Deans of the Faculties ;	
(ii) Representatives of learned societies other than the Royal Society and the British Academy would be excluded ;	
(iii) There should be some representation of London boroughs ;	
(iv) The London County Council should appoint 30 persons instead of 13 - - - - -	158
A Statutory Commission would decide the length of time for which elected and co-opted members should hold office and other matters concerning membership would be provided for in the Statutes. A Court constituted in the manner suggested would in the first instance number about 200 members - - - - -	159
<i>The Senate.</i>	
The powers which should be vested in the Senate are in the main those ascribed to the Council in Report A. of the Academic Council, but with two important differences—	
(a) The Faculties should have a larger degree of autonomy and responsibility than is assigned them in that Report ; and	
(b) They should have the power of appeal in certain circumstances to the Senate - - - - -	160
Before making a decision the Senate should take the opinion of the Academic Council, not only on questions of appeal, but also on educational matters affecting the University as a whole. In certain cases where a difference of opinion arose between these two bodies there should be a power of appeal to the Court by a minority of the Senate - - - - -	160
The action of the Senate in all matters of educational administration falling within the purview of the Faculties as defined by Statute should be judicial rather than executive - - - - -	160
Summary of the powers of the Senate - - - - -	160
The Senate should be a small body of not more than 15 members, the majority of whom should not be elected - - - - -	163
The proposed periods of appointment of members of the Senate - - - - -	163
Members of the Senate, other than those appointed <i>ex officio</i> , if absent without reasonable cause from three consecutive regular meetings, should vacate their seats - - - - -	163

THE CO-ORDINATION OF THE FACULTIES—*continued.* Page*The Academic Council.*

As financial control means ultimately all other control, it is necessary to ensure that the Senate shall not take any action having a direct educational bearing on the University as a whole without inviting and receiving a report from a body representative of the teaching staff as a whole. For this purpose there should be an Academic Council, a body mainly advisory though certain executive functions might be delegated to it by the Senate. Upon certain matters the opinion of the Academic Council should always be taken - - - - - 163

The Academic Council should be a small body, so constituted as to include at least one member of each of the Faculties but not constituted on the basis of proportional representation. Pending the constitution of the Faculties of Theology, Laws, and Medicine, one teacher from the Schools of the University in each of these groups of study should be appointed a member - - - - - 164

The Committee for Technology.

Under the general supervision of the Senate a Statutory Committee of the Senate would be entrusted with the control of the funds available for the teaching of technology and for the general direction of the several departments included within the Faculty - - - - - 164

Other Committees of the Senate are dealt with later - - - - - 165

Central Staff.

Under the organisation proposed much that is now done centrally would in future be done by the Faculties. The permanent staff in the central offices of the University would therefore be considerably smaller than at present, and with the exception of the Vice-Chancellor they would probably all be concerned rather with the business and financial, than with the educational policy of the University - - - - - 165

THE CONVOCATION.

The constitution and powers of Convocation should be continued, but certain other persons should be entitled to be registered as members of Convocation, and some changes in the Statutes dealing with that body would be required - - - - - 165

THE STUDENTS' REPRESENTATIVE COUNCIL.

It has been recommended above that the Students' Representative Council should elect two members on the University Court. In addition they should have the right of access to the University authorities by petition with regard to certain matters - - - - - 166

SITES FOR THE CENTRAL BUILDINGS AND FOR CERTAIN OTHER UNIVERSITY INSTITUTIONS.

The most suitable and convenient quarter for the central University buildings is Bloomsbury. If the institutions suggested above were removed to that district it should be possible to create a University quarter which would probably do more than anything else to convince the London public that the University was a reality - - - - - 166

THE UNIVERSITY LIBRARIES, EXAMINATION HALLS, &c.

If the University were established in Bloomsbury a central University Library should be maintained which should supplement rather than duplicate the libraries of the Constituent Colleges, University Departments, and Schools. If, however, the University remained in Kensington there would be few arguments for supporting a central library. The libraries in Constituent Colleges and the central library should be available, under suitable conditions, for the use of all university students whether attached to a Constituent College or not, and the policy of the University should be to make its books as easily accessible as possible - 167

Special examination halls would not be needed for students in Constituent Colleges and University Departments, who would all be examined in their own Colleges and Departments. The same practice should be followed as far as possible for students in Schools of the University. The building of special rooms and laboratories for examination purposes would not be a matter of urgent necessity. Nor is there urgency for the separate provision of scientific laboratories for advanced work in the central buildings - - - - - 167

THE AREA OF THE UNIVERSITY.

The University has two areas at present, the smaller, in which institutions can be admitted as Schools, the larger, in which it can recognise teachers in public educational institutions. Mr. Sidney Webb would abolish the smaller and extend the larger area. If London is to have a real University, its area must be relatively limited, and under the organisation proposed for Constituent Colleges and University Departments the Administrative County of London is the largest that will admit of effective working. A larger area is proposed for the future recognition of Schools - - - - - 168

PART IV.

THE RELATION OF THE UNIVERSITY TO THE REMAINING PROVISION FOR HIGHER EDUCATION IN LONDON AND THE HOME COUNTIES.

THE SCHOOLS OF THE UNIVERSITY.

Many institutions in London, some of which are already Schools of the University, are doing sound work often under difficulty, and should not be left without encouragement and recognition. The problem is how best to link them up with the University, without lowering the standard of the University, and to encourage their development into true university centres wherever possible. The conditions laid down in the existing Statutes for the admission, visitation and removal of educational institutions as Schools of the University are generally suitable so far as they are applicable to the altered circumstances in view, but certain further conditions are necessary - - - - - 169

THE SCHOOLS OF THE UNIVERSITY—<i>continued.</i>	Page
Apart from Constituent Colleges and University Departments all educational institutions connected with the University should have the status of Schools of the University, though the conditions for recognition would vary in different cases - - - - -	169
The ultimate aim of the University, and of the authorities responsible for "mixed" institutions in which a group of departments doing university work may be recognised as a School, should be their separate establishment as independent university centres, which would in time become Constituent Colleges if within the Administrative County of London, or parts of a new university for south-east England if outside that area - - - - -	169
Mr. Blair's views are that broadly it is inconsistent with the intentions of the Charity Commission to admit, as Schools of the University, Polytechnics working under their schemes - - - - -	169
It would be neither legitimate nor desirable to transform the London Polytechnics into institutions devoted to university education. Their main objects were to be recreative and technical, and chiefly for the benefit of evening students, though other subjects and day instruction were not excluded. If their teachers are engaged in giving day instruction for university examinations, they will probably lose interest in the work for which they were, or should have been, primarily appointed, and the inclusion of other than university students in their classes will tend to lower the standard of work. For these reasons, the claim of Battersea Polytechnic to become a general University College or a School is not supported - - - - -	169
The schemes of the Charity Commission do, however, justify a considerable amount of evening university work, especially if technical in character, but probably few if any students will be able to complete a degree course in technology of real university standard by evening work alone. The recent reports by representatives of the Royal Technical College, Glasgow, on evening degrees in technology, bear directly on this problem, and the present proposals are consistent with the views therein expressed. The present general work of the Polytechnics should be continued, and, in those cases only where conditions are satisfactory and circumstances demand it, should separate groups of departments for evening university students be developed, which should ultimately be distinct both in government and finance from the parent body - - - - -	170
The additional conditions to be imposed upon Schools of the University - - - - -	171
The University should cease to recognise individual teachers and all institutions connected with the University other than Constituent Colleges and University Departments should be Schools - - - - -	172
The teaching of mental diseases to university students in Medical Schools which are not Constituent Colleges should be given by teachers holding appointments in the Medical School itself - - - - -	172
The principal teachers in Schools of the University should be grouped according to the Faculties to which their subjects of study belong, and unless the University has appointed them to the post of Associate Professor, or Associate Reader in a subject for which there is no University Professorship, they should not be members of the University Faculties - - - - -	172
Degree courses in Schools of the University must, as heretofore, conform to a general syllabus with reasonable provision for optional alternatives. The university examinations must also be general examinations of the kind now held for Internal students. The Special Intermediate examinations conducted under Statute 119 should be discontinued - - - - -	173
The principal teachers in the Schools of the University in Arts should constitute a Board of Arts Studies, and the same with each group of teachers in the studies included in other Faculties. These Boards, with the assistance of Committees, would prepare the curricula and syllabuses of the courses for degrees. The Committees of each Board would have the functions of the present Boards of Studies. The examinations would be conducted by Boards of Examiners consisting mainly, as at present, of teachers in the Schools, together with at least one external examiner in each subject to be appointed by the Senate - - - - -	173
The first Schools of the reconstituted University - - - - -	173
Which of the remaining institutions where there are now "recognised" teachers would be able to qualify as Schools of the University cannot now be decided - - - - -	174
There is little need at present for day courses in Engineering for university students in Polytechnics. Some concentration of this work should be possible without real inconvenience to students. A satisfactory standard would then more easily be ensured - - - - -	174
It is both a slow and a costly process to build up an institution for higher education of the standard required for a School of the University, and this should be realised by the authorities of "mixed" institutions - - - - -	175
THE AREA OF THE UNIVERSITY FOR THE RECOGNITION OF SCHOOLS.	
The area of the University for the recognition of Schools should be extended in the way suggested by Mr. Sidney Webb, but the parts of Berkshire and Bedfordshire included in the present 30-mile radius belong to the areas of University College, Reading, and the University of Cambridge, respectively, and should therefore be excluded from the area of London University - - - - -	175
EXTERNAL DEGREES.	
The real cause of the controversy over External degrees has not been the question whether these degrees were or were not desirable in themselves, but the question of the government of the University, and in particular the control of the examination of External students - - - - -	175
There is no educational reason for entrusting the administration of External degrees to the graduates of the University. The ground on which the claim of Convocation to this control was based was the argument that the graduates possess a special interest in the reputation of the degrees, and are therefore less likely to allow any fall in their standard. But if by standard is meant the measure of the difficulty of obtaining a degree, a uniform standard for university degrees is a chimera. It has already been pointed out that the educational significance of merely passing an examination can never be very great, and what significance it does possess depends entirely on the care with which the examination is related to the actual course of study pursued. This is a matter for teachers, not for persons whose only qualification is that they have passed this kind of test themselves - - - - -	176

EXTERNAL DEGREES—*continued.*

	Page
The relation of the examination to the actual studies pursued can be only roughly approximated when the candidate's facilities for study and means of education are unknown. The best kind of examination for external candidates, therefore, is one based upon the average studies of a group of students whose means of education and facilities for study are known, and which are of the kind most generally available for such candidates. Such an examination is provided in the general examinations to be conducted jointly by the teachers and external examiners for students in Schools of the University - - - - -	176
If external candidates are to be admitted as candidates for degrees they should be admitted to these general examinations, not to separate examinations specially devised for them under the supervision of persons who have no necessary acquaintance either with teaching or examining. The claim of Convocation to control External examinations is rejected - - - - -	177
The real question to be considered is whether, and under what conditions, external candidates should be admitted to examinations for degrees. The demand for external tests does not correspond to the real need of candidates, which is the need for better education, for a truer understanding of its real meaning, and for adequate provision of the best teaching at a cost within their means. These needs are not satisfied by external examinations and degrees granted on their results. External degrees are not only apt to encourage the desire for a degree rather than the desire for education, but to foster the belief that the teaching of a weaker institution is university teaching, and that to read books and make prescribed experiments either with a private tutor or alone are university education. They also encourage students in training colleges to prepare simultaneously for external examinations and for their future profession. This evil does not end even with the training college. The student is often unable to do more than pass the Intermediate examination at college, and the first years of his professional life are hampered by preparation for the final examination - -	177
Mr. Acland is strongly opposed to teachers in schools working for External degrees, and in the broader national interests the sooner the demand for these degrees can be so reduced that the degrees themselves can be abolished without hardship the better it will be for schools and teachers. When the University is enabled to offer the highest university education at a really moderate cost, as part of a national policy, the demand for External degrees will begin to fall away. Meantime they must continue, and the University of London, as their originator, must remain responsible for their award - - - - -	178
In consequence of the regulations of the University for the attendance of Internal students, many of them are forced to take the External degree, and others are prevented from registering as Internal students at the beginning of their studies. There appears to be no reason for maintaining these regulations, except in medicine and technology, nor the statutory distinction between Internal and External students, for all students other than those in Constituent Colleges and University Departments would take the same examination - -	179
First degrees in Medicine and Technology should be granted by the University only to those who have undergone a course of at least three years, given either in a Constituent College, a University Department, or in a School of the University. Many witnesses have urged the abolition of the External degree in Medicine. Every school of medicine in the kingdom is connected with a university, and there is no hardship in the requirement that medical students should graduate in the university in which they have studied - - - - -	179
The reason for excluding Engineering is somewhat different. The number of subjects a student in Engineering has to study during his course is so great that the University is unable to require examination in them all, and includes some of the ancillary subjects as alternative options. A student may, therefore, graduate in Engineering without having studied or passed any test in an important part of the course. In Engineering and other technological studies no practical examination of satisfactory range can be devised and no adequate test is possible unless the student's record is included as part of the test - - - - -	180
Examinations in Music must be purely External, and the Senate should appoint an expert Committee to advise as to the regulations for the examinations and as to the examiners appointed to conduct them - - - - -	181
With the exception of examinations in medicine and technology, candidates should with certain limitations be admitted to all the general examinations for degrees of the University irrespective of their place or manner of education - - - - -	181
The general supervision of the curricula and examinations for degrees for students in Schools of the University and other students except those in Constituent Colleges and University Departments should be entrusted to a Committee appointed by the Senate - - - - -	181

Colonial Examinations.

The limitation of examinations to the United Kingdom would end the practice of holding examinations for degrees of the University in the Colonies. This practice is detrimental to education in the Colonies where they are held ; they have hampered, and continue to hamper, the effective organisation of the local system of education. If the University of London carries its examinations into those countries which are endeavouring to establish teaching universities in place of those now confined to examining, not only will those efforts be frustrated, but curricula planned for the needs of students in this country will be imposed on candidates whose needs and circumstances are likely to be very different - - - - -	181
In view of the importance attached by the Council for External Students to the holding of London University examinations in the Dominions and Colonies, close inquiry is necessary into the attitude of the overseas Dominions to the question of External examinations, and the extent to which they have been used - - - - -	181
In those countries which have no university education, or where it is provided under conditions which lay more stress upon examinations than upon courses of study, students incline to take the London External examination even though similar tests are available in their own universities. An examination of the statistics relating to the London University examinations in the self-governing Dominions shows that in those countries where the provision of teaching universities is satisfactory, and where the true meaning of a university is understood, the demand for the External degree tends to disappear - - - - -	181

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The Matriculation examination is the only one which has been used to any considerable extent and it is only in the West Indies and in Ceylon that any considerable number of candidates have entered for the London examinations. In Ceylon there is no institution of full university rank, and in the West Indies none of university rank at all - - - - -	184
The University may do far more in future than it has in the past to help and encourage education in distant parts of the Empire, but it will not be by sending out examination papers drafted for English candidates. It could probably arrange to assist a Colonial Government in the conduct of examinations planned and conducted solely in the educational interests of the Colony. It could help with advice and experience, issue such certificates as it thought right, and determine how far, if at all, these certificates could be accepted in lieu of the tests required of English students - - - - -	184
The University should in future refuse to grant an examination for matriculation even in countries with no university until the Government concerned stated that the holding of such an examination was not considered detrimental to their educational policy. With this safeguard, colonial centres for matriculation might perhaps be continued, though the effect of External examinations in Ceylon makes the wisdom of it doubtful - - - - -	185
The wisdom of the arrangement whereby the Ceylon Government awards its scholarships upon the results of certain London University examinations is open to question, as appears from a report of the Board of Education to that Government in 1909 - - - - -	185
It is doubtful whether even the Matriculation examination should be held outside the United Kingdom, and if it is held it should be confined to students intending to take their university course in England. None of the higher examinations should be held - - - - -	186
 THE REGISTRATION OF STUDENTS OF THE UNIVERSITY.	
The passing of the Matriculation or other alternative examination should not qualify automatically for registration as a student of the University, but anyone who had passed such an examination should make formal application to the University according to the conditions laid down - - - - -	186.
An annual registration fee for undergraduate students should carry with it membership of certain University, as distinct from College, Societies - - - - -	186
Pupils in schools should in no case be registered as undergraduates, and the period of study for a degree should be calculated from the date of registration - - - - -	187
Graduate students should be registered and pay the annual fees while attached to a Constituent College, a University Department or School of the University. Other graduates would be registered on furnishing satisfactory evidence each year that they were studying for a further degree - - - - -	187
 UNIVERSITY EXTENSION WORK.	
The work of the Board to Promote the Extension of University Teaching under the Statutes of the University was originally of a pioneer character, but under a further Statute it almost immediately took over other important duties from the Universities of Oxford and Cambridge, in which the University appears to have had great success - - - - -	187
In 1908 the Senate established diplomas in certain subjects to be awarded for a four years' course of work tested by examination. But the conditions under which ordinary Extension lectures have been given, their necessary maintenance in most cases out of the students' fees, the fact that most of the lecturers have not been university teachers, and that the majority of the students have not been prepared to do serious work, make it impossible for a university standard to be reached in most cases. This constitutes the real defect of the Extension system. With all its limitations, however, it is work of great value which should be extended and strengthened - - - - -	187
Another side of the University's Extension work is of a more uniformly high standard. The high standard of the work of the tutorial classes given in connexion with the Workers' Educational Association is due partly to the fact that nearly all the teachers are men actually engaged in university teaching, but quite as much also to the spirit animating the students. The financial support given by the Board of Education and the London County Council enables the classes to be kept small, another condition conducive to thoroughness of teaching. It appears also that the University is able to exercise proper control over the classes held within its area - - - - -	188
The University should consider the work connected with these tutorial classes as one of its most important services to London, and it should provide a suitable building conveniently situated as a visible centre for the movement. The Goldsmiths' College is admirably adapted for the purpose and should be used in the evenings, on Saturday afternoons, and on Sundays as the chief university centre for tutorial class students - - - - -	188
The Senate should appoint one, or possibly two, suitably constituted Committees to supervise the two sides of the Extension work of the University, but the duty of supervising the conditions of entry to the University should not be entrusted to them - - - - -	189
 INSPECTION AND EXAMINATION OF SCHOOLS.	
The University should cease to inspect schools, but the close co-operation already established between the inspections of the Board of Education and the examinations of the University should be continued until the proper organisation of school examinations has been decided. For the present the University must continue to conduct school examinations, and so long as it does so the work should be supervised by a special Committee of the Senate composed largely of teachers from the various types of school examined - - - - -	189
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