

University  
Awards

The Report on the working party on  
university Awards.



MINISTRY OF EDUCATION

# UNIVERSITY AWARDS

THE REPORT OF THE WORKING PARTY  
ON UNIVERSITY AWARDS  
appointed by the Minister of Education  
in April 1948

LONDON : HIS MAJESTY'S STATIONERY OFFICE  
1948  
NINEPENCE NET

## FOREWORD

It has become necessary for various reasons to examine the system of university awards for which the Ministry of Education and the local education authorities are responsible under the Education Acts. I therefore decided last April to set up a Working Party for this purpose, and their report is now published.

I take this opportunity of thanking the Working Party for their efforts. It seems to me that their report goes a long way towards establishing equality of opportunity in the highest stages of education; but I cannot, of course, commit myself at this stage to adopting all their proposals as they stand, and some of the recommendations which they make are primarily the concern of the university authorities. However, I am confident that the report will provide a useful basis for considering future policy, and I hope that local education authorities and others concerned will give it careful consideration and let me have their comments upon it.

A handwritten signature in cursive script, reading "Geo. Tomlinson". The signature is written in dark ink and is positioned to the right of the date.

*December, 1948.*

MINISTRY OF EDUCATION

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*"A University training is the great ordinary  
means to a great but ordinary end"*

CARDINAL NEWMAN

LONDON: HIS MAJESTY'S STATIONERY OFFICE

1948

# WORKING PARTY ON UNIVERSITY AWARDS

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MR. J. N. ARCHER, Ministry of Education (Secretary).

DR. H. H. BURNES, M.C., of the Ministry of Education, attended meetings for the purpose of giving information and advice on matters concerning Further Education.

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\* These members joined the Working Party after the second meeting.

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*Note:* The estimated gross cost of the preparation of this report (including the expenses of members of the Working Party) is £195 17s. 7d., of which £115 represents the cost of publishing and printing.

# WORKING PARTY ON UNIVERSITY AWARDS

## REPORT

TO THE RIGHT HONOURABLE GEORGE TOMLINSON M.P.  
MINISTER OF EDUCATION

*Sir,*

We were appointed by you in April, 1948, as a Working Party on University Awards with the following terms of reference:—

“On the basis of the present system of state scholarships and major awards to advise on any administrative or other changes that may be desirable, particularly having regard to:—

- (a) the increased numbers at universities;
- (b) the termination of the Further Education and Training Scheme;
- (c) the probable abolition of four-year grants for intending teachers.”

We have held six meetings and have drafted the following report which we now present for your consideration.

Under our terms of reference we have been concerned not with major social questions, as for example free university education, but with administrative and other changes in the present system of awards. We have charged ourselves with a twofold task: first, to propose in general terms a scheme of awards, the channels through which they should be made, the procedure for making them, and the basic qualifications to be required from candidates; secondly, to review the detailed conditions of eligibility and scales of awards, which are at present in force, after having grown up piecemeal over a generation, and to attempt to bring them up to date. We have not sought to pronounce on the technical problems of the selection of students for admission to universities; these and the related question of a university clearing house, to which we refer in our report, are matters predominantly for the universities themselves.

A great deal of public discussion has taken place recently on the questions with which we have been concerned, partly in published reports and partly in the learned press. This fact has helped us, since it has prepared the public mind for changes and has made it unnecessary for us to traverse the arguments extensively. Much of the material on which we have drawn is already public property; for the rest we have relied mainly on contributions from our members, many of whom have had opportunities for contact with informed opinion outside. But we have also received statements from certain organised bodies, including the Report of a Joint Committee set up by the County Councils Association and the Association of Education Committees and memoranda by the Trades Union Congress, the Association of University Teachers, the National Union of Students, the Workers' Educational Association, a Committee at Ruskin College, and



individual universities and schools. We are especially indebted to the Civil Service Commissioners and the staff of the Civil Service Selection Board for the opportunity of examining the results of their work during the past three years.

Our proposals are intended to come fully into force by 1951, the year in which the examination for the General Certificate of Education will be introduced, and, for the most part, they depend for their success on the examination results being available earlier in the year than is the case at present. It would not be possible for us to draw up a timetable of stages for carrying out our recommendations but we would make two general observations. In the first place, if full effect is to be given to our proposals by 1951, there is no time to be lost by the Ministry of Education, the local education authorities and the universities in making preparations. In the second place, students called up after 30th September, 1947, are no longer eligible for Further Education and Training grants from the Ministry of Education; a new situation will therefore be created by 1949 at the latest.

In presenting to you our report we desire to acknowledge our debt to our Secretary, Mr. J. N. Archer, whose powers of lucid presentation and technical knowledge have been of very great assistance to us.

We are, Sir,

Your obedient Servants,

G. G. WILLIAMS (CHAIRMAN).

MARGARET F. ADAMS.

W. P. ALEXANDER.

P. V. ARCULUS.

R. H. BARROW.

G. B. BROWN.

J. F. DUFF.

L. G. DUKE.

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A. W. S. HUTCHINGS.

J. DE L. MANN.

B. L. PEARSON.

M. P. ROSEVEARE.

EMLYN STEPHENS.

F. STEPHENSON.

J. N. ARCHER (SECRETARY).

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\* Subject to the reservations made in the note on page 22.

## HISTORICAL BACKGROUND

*THE LADDER OF LEARNING*

1. One of the ideals of nineteenth century reformers was a "ladder of learning" from the primary school to the university. Outside London, which from 1850 onwards offered external degrees to part-time students, there was little opportunity for the child of poor parents to enter a university except by open competition; and, in the prevailing state of secondary education, this was a remote chance. It is well to remind ourselves that in the lifetime of most people living today this ideal has become a reality. "The ladder from the School Board to the universities about which I dreamed dreams many years ago", wrote Huxley in 1887, "has not yet acquired much more substantiality than the ladder of Jacob's dream." Forty years afterwards a modern historian, writing of the Education Act, 1902, could say that "this reform has resulted in the erection of a ladder by which able students of small means can ascend to the universities".

2. How came this about in so short a time? First, there was the creation of new universities and colleges; of the seventeen universities and independent university colleges in England and Wales, nine have been chartered or incorporated in the twentieth century and their foundation has brought the benefits of university life within the reach of thousands to whom it had hitherto been denied. Secondly, there was the growth of new and improved secondary schools under the Education Act, 1902, and the free place regulations of 1907; by these measures the framework was built of a national system of secondary education freely open to promising children from the elementary schools. Thirdly, there has been evolved by gradual stages a system of state and local awards to take promising pupils from school to the university. In the early years these awards were made only by local authorities and the number of awards was very small. By 1911 there were 1,400 scholarships in all maintained by local authorities at universities and university colleges. The average value of these awards was comparatively low—about £43—and by no means all the local authorities made use of their powers. But a beginning had been made.

*THE BEGINNING OF STATE AWARDS*

3. In 1911 the Board of Education issued a "Statement of grants available in aid of technological and professional work in universities in England and Wales". Provision was made for the establishment of a four-year course of training for the teaching profession, the first three years being devoted to a degree course and the fourth to professional training. The Board paid the tuition fees and a small supervision grant, together with a maintenance grant of £35 for a man and £25 for a woman resident in a hostel. For students living at home or in lodgings the maintenance grants were smaller. In spite of increases in the grants, intending teachers who could obtain no financial help from home had to look to their local education authorities for additional help in the shape of a grant or loan.

4. In 1920 for the first time state scholarships were offered by the Board of Education. The number was small—200 annually—and there was an over-riding limit of £80 for maintenance. Even so this modest scheme came near to being strangled at birth. The Committee on National Expenditure in

1922 severely criticised the Board for "accepting special obligations after it had provided fully for its liability by a percentage grant to local authorities" and the scheme was brought to an end. Happily it was restored two years later.

5. The results of these measures combined with the growth of local scholarships were striking. In 1910 the number of pupils proceeding direct to universities from grant-aided schools in England and Wales was 977; by 1932 it had risen to 4,560. The figure remained fairly constant up to the outbreak of the second World War and not much was done in the '30's to increase the opportunities. The number of state scholarships was, however, raised in 1930 from 200 to 300 and again in 1936 to 360; in the latter year the scholarships were thrown open to all secondary schools in England and Wales, whether grant-aided or not, and the limit for maintenance was raised from £80 to £100. Meantime, the awards made annually by local education authorities had reached a figure of rather more than 1,500.

### *RECENT DEVELOPMENTS*

6. But there were still defects and shortcomings. The limit of £100 on maintenance grants for state scholars was a particular hardship, for it meant that students had to build up their emoluments from two or three different sources: it was quite usual for a boy or girl to hold an open scholarship or exhibition and a state scholarship together and often these had to be supplemented by a local award. There was also very little consistency among local education authorities in the provision of local awards and the standard of attainment required from candidates; success or failure often depended quite as much on the accident of a candidate's place of birth as upon his qualifications and performance. It is not surprising that the White Paper on Educational Reconstruction issued in 1943 should have admitted that "the provision of scholarships and bursaries is still inadequate in total and uneven in incidence".

7. A notable attempt to correct these defects was made in 1946 and 1947. In 1946 the limit of £100 on maintenance grants for state scholars was removed, and it was agreed that the full standard figures of maintenance should be payable by the Ministry of Education. The Ministry also decided to supplement open scholarships and exhibitions awarded by universities up to the amount paid to state scholars provided the open awards were of a reasonable titular value and the standard satisfactory. This was a most valuable decision, for it relieved students from the necessity of applying for state scholarships or local awards to supplement open scholarships and exhibitions, and at the same time it released a number of state scholarships which had hitherto been used to supplement open awards.

8. In the next year the number of state scholarships was increased from 360 to 750, and has since been raised to 800. An interesting experiment was also made by the offer of 100 technical state scholarships annually to students who had completed satisfactorily a course for the Ordinary National Certificate or Diploma; this increased the opportunities for students who had left school at 15 and pursued their training by full-time or part-time courses in technical or commercial subjects. Further, 20 mature state scholarships were offered to students from the field of adult education who were over 25 years of age.

9. These reforms meant that local education authorities were no longer called upon to supplement open and state scholarships and their awards could be devoted to assisting other boys and girls who had "shown themselves to be of good intellectual quality and likely to complete a course at

a university or elsewhere with credit." In general, local education authorities responded well by increasing both the number and amount of their awards and after the war more than double the pre-war number of awards were being made annually.

10. Improved arrangements too were made in 1946 for intending teachers. In place of the fixed maintenance grants students could now have the cost of their tuition and boarding during term-time defrayed by the Ministry subject to an income scale. For help with incidental expenses they were still obliged to look to their local education authorities.

### *THE PRESENT SITUATION*

11. We may sum up the position today by stating that reasonable opportunity exists for the ablest students to reach the university irrespective of means. True, the opportunity is limited and there are still anomalies. In time no doubt those defects would have been corrected. But can we spare the time? Already the effects of the new Education Act are making themselves felt and the nation cannot afford to waste talent from whatever source it may come. Evidence of the amount of good material available for the universities is not easily obtained and, when obtained, is often difficult to interpret. But it can hardly be doubted that, with better methods of selection for the different types of secondary schools and the universities, greatly increased opportunities are both justified and necessary.

12. Recent events also emphasise the need for urgency. In ten years the number of full-time students at the universities and university colleges of England and Wales has increased from 40,000 to 60,000 and the annual admissions have risen from 12,000 to 18,000. Admittedly the universities are overcrowded with ex-service students and it may be that the next few years will show a drop in numbers. But as against this there are plans for a further extension by 1956. We must assume that these plans have been framed in the conviction that the needs of industry, commerce and the professions justify such an expansion of university capacity and that there is ample material of good quality available. There is therefore no case for withholding greater opportunities for students to fill the places.

13. Since the war the Further Education and Training Scheme has brought to the universities on an unprecedented scale students with grants from public funds. It would be misleading to over-emphasise the importance of this. During the war the opportunity of a university education was for many students completely cut off and the big numbers seeking admission since the war have been accommodated only by a special priority for ex-service men and women. When, for example, the Minister of Education announced in June, 1948, that there were 22,600 full-time students at universities under the scheme, he was quoting a figure made up of the accumulations of anything up to eight years. Nevertheless, when all this is realised, there is no doubt that the scheme has brought home to the public the stock of potential talent available and suitable for university education.

14. As to the scheme of grants for intending teachers there is now a unanimous conviction, voiced by the McNair Committee in 1944, that the system should be abandoned as soon as possible whereby young students are required to sign a declaration which morally commits them to teaching in consideration of their receiving grants.

## THE TASK BEFORE US

15. Our task, as we see it, is to outline a system of awards which shall make it possible for students qualified for a university education to enter the university unhindered by lack of means. We see great merits in the close association of the Ministry of Education, the local authorities and the universities in the selection of students for public aid and we believe it to have been the intention of the legislature that this association should continue.

16. We have seen it suggested that the responsibility for university awards should rest solely on the state to the exclusion of local education authorities; in other words that the Further Education and Training Scheme should be carried on into peace-time conditions. Apart from the clear intentions of our terms of reference we reject this solution. The Further Education and Training Scheme is a misleading analogy, designed as it was to meet an exceptional situation arising from the war. Parliament has clearly decided, by enacting Section 81 of the Education Act, 1944, that the local authorities should play their part in a system of awards. In any case, we should regard it as contrary to public policy to break down the partnership which exists between local authorities and the Ministry of Education and to destroy the responsibility which rests upon the authorities in this as in other branches of educational administration. We shall hope to show that, to meet the needs of different types of students, a central system and a local system of scholarships are both necessary.

17. One recent event of the first importance remains to be noticed. In April, 1948, the Minister of Education issued Circular 168 and announced his intention of introducing a new examination for the "General Certificate of Education." There is no need for us to recapitulate the Circular, but it is obvious that the new proposals have a bearing on the subject of university awards.

## CHAPTER II

### THE PROBLEM EXAMINED

#### INTRODUCTORY

18. In this chapter our purpose is to take stock of the position; to consider the varying needs of students, and to decide how they can best be met. Our terms of reference enjoin us to take for granted the continuance of a system of state and local education authority awards and, on the whole, we are satisfied that this system has worked well. In this connection we have been interested to find that the experience of the Civil Service Commissioners, though necessarily limited, being drawn from a review of the academic performance\* of some 2,750 candidates in the Reconstruction Competition for the senior classes of the Home and Foreign Services, confirms the more general experience of leading educationists. We have been shown a report prepared for the Commissioners by the Civil Service Selection Board, from which we quote the following extract:—

"Such tentative conclusions suggest (we use the word 'suggest' advisedly) that selection of scholars is being done fairly successfully . . .

Although they show selection for scholarships to have been, on the whole, successful, they also show that, so far as C.I.S.S.B. candidates are concerned, some potentially good material has gone without scholarships, and that a fair number of relatively poor candidates have obtained awards."

\* This review is concerned solely with the performance of the candidates at their universities in relation to their status as scholars, exhibitioners or commoners. It takes no account of their performance either at Stoke D'Abernon or in the rest of the Reconstruction Competition.

While, therefore, we shall recommend certain changes in the present arrangements, particularly on the administrative side, we are content to base our proposals on the existing system.

19. At the outset we desire to make two general observations. We were constituted as a Working Party to consider administrative and other changes in the system of university awards. We should not presume—nor are we qualified—to pronounce on strictly educational matters. We are concerned, first, to find means by which the specific knowledge and experience, which only expert teachers in schools and universities possess, can best be used by those responsible for administration; and secondly, to satisfy the general public that awards and admissions to universities are as fairly and efficiently distributed as conditions permit.

20. Our other observation is this. The General Certificate of Education has not yet been launched; and, although it is likely to become the normal channel for admission to the universities, we cannot say with certainty that all candidates will be required to take it. For our present purpose, we think it convenient to divide university candidates into two classes:—

- (a) those who have remained full-time at a secondary school;
- (b) those who have left school and pursued their education elsewhere.

#### *NEED FOR A UNIVERSITY CLEARING HOUSE*

21. Before we consider the needs of these two classes and the best way of meeting them there is one general matter of great importance to which we must refer. In the past, candidates for state scholarships were free to choose their own university or university college and no conditions were attached to the award of a scholarship as to the university at which it should be held. In practice about nine candidates out of ten selected Oxford, Cambridge and London. So long as the number of scholarships remained small no serious difficulty was felt. But, when the number was substantially increased, the university authorities pressed for some system of allocation.

22. Accordingly, an allocation scheme was introduced in 1947 in order to secure that every university and university college should get a share of the available talent. Varying numbers of scholarships are made tenable at each university or university college and the available scholarships are allocated up to the limit of those numbers in order of merit in the light of candidates' expressed preferences and any provisional acceptance they may have obtained. In spite of practical difficulties, the scheme has been completed without prejudice to the right of the universities and university colleges to grant or withhold admission. But it has been severely criticised, partly because it savours of direction by a Government Department, and partly because it has been alleged to penalise state scholars in comparison with open scholars and holders of local scholarships, who are free to choose their university provided only that they can obtain admission to it. For these reasons, and also because of the almost impossible task of working the present allocation scheme with greatly increased numbers, we think that the scheme should be discontinued, and that the universities should be asked to consider what arrangements, if any, would be needed for the distribution of state scholars in view of their increased numbers. It is recognised that with the increased number of scholarships it is unlikely that state scholars will all be able to go to the universities of their choice, but it is felt that they should be allowed to hold their scholarships at any university to which they may gain entry.

23. The fundamental problem in our view, however, is not the distribution of state scholars, but the selection of students as a whole for admission to the individual universities and university colleges; and, although it may be held to be not altogether within our terms of reference, we venture to state it as our opinion that this larger question calls for careful study. It has been suggested in some quarters that university institutions collectively are not in possession of reliable facts about the total number of candidates seeking admission. It may be that certain well-qualified candidates fail to gain admission to a university institution simply because of the choice of the particular university or university college which they have made in sending in their applications for admission. The right to grant or withhold admission is properly vested in each of the universities or university colleges, and, in some universities, right of admission rests with the colleges of the university and not with the university itself. This right should continue unimpaired; but, without in any way interfering with it, there is room for the introduction of a clearing-house system of dealing with applications. This would, for example, enable university institutions, during the period in which they were considering admissions, to obtain relevant information about the spread of applications to various institutions and about any available source of good candidates not likely to secure vacancies in the universities to which they had applied; when the period for granting admissions had passed it would provide information about the total demand from properly qualified applicants and the inequalities in the spread of applicants over the university institutions.

24. Such a clearing-house system would have to evolve, and the course of its development would depend upon experience gained. There is an analogy in the field of training colleges, where such a system was introduced some years before the recent war in circumstances similar to those now operating in the field of university education; this system has justified itself and proved of value both to colleges and to applicants. We recognise that there must be difficult points of detail, but we believe that such a scheme is desirable and we hope that the universities will consider as soon as possible in the light of practical considerations the best way of setting up such machinery.

#### *OPEN AND STATE AWARDS*

25. We turn now to the first class of candidates mentioned in paragraph 20—those who have remained full-time at a secondary school till about the age of 18. Many of them possess qualifications of an academic kind which can be tested with reasonable accuracy by examination results; these are suitable material for open scholarships or exhibitions and state awards, which are of necessity given mainly on paper work. It is difficult to estimate how many candidates of this kind there are likely to be, but our information enables us to reach an approximate figure. In 1946-7 there were 6,900 students who obtained first or second classes in honours schools: it is not unreasonable to assume that about 3,000 of these obtained high honours, that is to say, firsts or good seconds. Admittedly the conditions in the post-war years were abnormal and the proportion of candidates who obtained high degrees may have been inflated. Nevertheless, with the steady growth in the capacity of universities, we think it reasonable to assume that about 4,500 candidates a year will be capable of obtaining a first or good second class, though not all of these are likely to be candidates for state awards.

26. We consider that the universities and the Ministry of Education between them should assume responsibility for these candidates and also for any other candidates of similar standard who intend to study in faculties

which do not always provide for an honours degree, as for example medicine and dentistry. Taking the various factors into account, our conclusion is that at least 4,000 scholarships will be needed. At present some 1,200-1,500 entrance scholarships and exhibitions which may be awarded annually by universities and university colleges in England and Wales qualify for supplementation by the Ministry. In addition, a considerable number of university awards which are confined to undergraduate and post-graduate students also qualify for supplementation. We think that the number of entrance scholarships should be increased, particularly at London and at the provincial universities. We realise the difficulties, but we hope that everything possible will be done to help the universities to raise new money for this purpose. If in this way the number of supplemented open awards were raised to 2,000 it would leave a minimum of 2,000 state scholarships a year to be offered by the Ministry of Education.

27. The next question is—What are to be the tests for open and state awards? The open awards will, as in the past, be made on the results of an examination held by the particular university or college concerned, and the state scholarships will be given on the basis of performance in scholarship papers in the General Certificate of Education. For the purpose of state awards we consider that candidates should take not more than two subjects at the scholarship level and show satisfactory evidence of general education. We hope that in the examinations alike for state scholarships and university open awards supplemented by the state, appropriate measures will be taken to avoid encouraging undue specialisation at the expense of general education.

28. In the award of state scholarships and, if the university authorities so decide, in the award of open scholarships and exhibitions we think that examiners or awarding boards should have the right to call for a confidential report from the school in such form as they may decide to ask for it and, if the occasion justifies, to interview particular candidates. We should expect that a model form of report would be devised for the convenience of examiners or awarding boards.

### *LOCAL SCHOLARSHIPS*

29. In the preceding paragraphs we have dealt with those candidates—necessarily a minority of the total—who possess qualifications of a high academic order such as to warrant the award of scholarships on the written examination alone. But the majority of candidates are less easily assessed. Among these we can discern two special types. First, there are students whose academic gifts, often of a high order, do not develop fully until they reach the university. This type is well known and there is no need for us to press its claims; as long ago as 1876 Huxley argued against examinations as the absolute test of proficiency—"I would admit to the university", he said, "anyone who could be reasonably expected to profit by the instruction; and I should be inclined to test the fitness of the student, not by examination before he enters the university, but at the end of his first term of study".

30. We think it is worth quoting one piece of evidence which we have received, though we do not suggest that it is either typical or conclusive. Figures supplied to us by one university and covering the six years 1935-41 show that of the students who took good degrees (firsts or good seconds) 46 per cent. obtained marks in the Higher Certificate well below the average expected from second classmen; on school examination results they would not have qualified for awards and, in fact, many were able to enter the university only by means of Teacher Training grants.



31. Figures have also been supplied to us by the Civil Service Commissioners for candidates for the Reconstruction Competitions for the Administrative Class of the Home Civil Service and Branch A of the Foreign Service, who were tested by the Civil Service Selection Board in the years 1945-48. It is evident that there was a statistically significant association between seniority of scholarship class and success both in degree examinations and before the Board, but it was also found that of the 2,750 candidates no less than 906 had held no university award of any kind. Yet all these candidates had passed the written qualifying examination and had been judged to be of good second class honours standard; and of the 906 as many as 640 were given a final grading which showed them to be in the running for administrative or senior Foreign Service appointments. No doubt a proportion of these did not need or seek assistance; the Board are unable to say what this proportion is, but it seems likely that a substantial number were unable to qualify for an award.

32. It would be incorrect to infer from these figures that the existing methods for selecting scholars, which have placed great reliance on the written examination, are inefficient for students of high academic ability. Nevertheless, the fact is that for a considerable body of students of good academic capacity school examinations by themselves cannot be a reliable test of ability. There is also a second type of student, who, without showing outstanding academic ability, possesses other talents of a high order and will do well in his profession. Examining bodies have long been conscious that the present system of awards does not do justice to the claims of some intending doctors, dentists, engineers and technologists, and it is beyond doubt that the supply of teachers would not have been maintained without the special four-year grants.

33. We conclude, therefore, that more varied methods of selection are needed, and we are convinced that the selection of candidates for awards must be closely associated with the selection of candidates for admission to universities. Only in this way will it be possible to ensure that the most promising candidates for admission to each of the faculties are successful in obtaining the assistance they require. Of recent years much thought has been given to devising a better method of selection of university candidates and already the results are being put into practice. We consider that the verdict of this selection machinery should be available to the local education authority as the award-making body and should in fact be the main determining factor in deciding whether an award should be made.

34. The procedure which we recommend for local scholarships may be summarised as follows:—

(a) Candidates for local scholarships should seek provisional acceptance at a university as early as possible in their last year at school.

(b) The university would presumably consider the application for acceptance mainly on three grounds:—

(i) Ability, attainments and inclinations of applicant;

(ii) Personality and character of applicant;

(iii) Degree of competition from other applicants.

In considering the application the university authorities would be at liberty to interview the candidate and to apply for a confidential report from the school in such form as they may require.

(c) If the candidate is acceptable on these grounds and is an applicant for a local scholarship, the university would forward to the local education authority its recommendation.

(d) The local education authority would consider the application, taking into account the eligibility of the candidate and any additional material that might be available locally. In normal circumstances, a candidate recommended and accepted by a university, who has reached the advanced standard in two subjects in the examination for the General Certificate of Education and shown satisfactory evidence of general education, should be given an award. It should, however, be within the competence of a local education authority to make an award in a particular case where this standard has not been reached if the authority are satisfied that there are special circumstances which would justify an award.

(e) There are certain types of local scholarships for which the local education authority may find it necessary to arrange a special procedure for assessing the capacity of candidates; we refer to this again in paragraphs 41 and 43.

### *RECRUITMENT TO TEACHING AND OTHER PROFESSIONS*

35. We have considered the question of four-year grants for intending teachers. This system offers to students accepted for entry to a university or university college financial aid under the Training of Teachers Regulations in exchange for a declaration by the student that he or she intends to complete his period of training, that is to say, three years for a degree and one year of professional training, and thereafter to teach in grant-aided schools. Candidates wishing to be admitted as four-year students have to be selected by the authorities of the Training Department and secure admission to the university. Most of the Training Departments expect candidates to possess a Higher Certificate or to have completed a full course in preparation for it. References are also obtained and interviews arranged to consider the candidate's personal qualities and suitability for teaching.

36. Immediately before the war about 1,700 students were admitted each year to the professional year of training; the total number of students admitted to the professional year at the present time is 2,200. There is a sound expectation that the proportion of graduate teachers will increase, but it is not for us to forecast what the effects of long-term policy will be. Nevertheless, we make the conservative assessment that it would be unwise to reckon with a normal demand for trained graduate teachers of less than 3,000 a year in the immediate future. It is also important to note that any future arrangements should be so framed as not to discourage students from taking general honours or pass degrees.

37. We have no doubt that the arguments for abolishing the system of four-year grants based on an undertaking are sound; and, if the arrangements we have sketched are put into practice, we see no reason why an adequate supply of trained graduate teachers, as well as of other professional men and women, should not be assured. We recommend, therefore, that at an appropriate date within the next three years the present system of four-year grants should be abolished, the Ministry continuing to finance students in the professional year of training. By the time that step is taken we believe that the normal awards of local education authorities, together with state and open awards, will be adequate to ensure a steady and sufficient flow of entrants to the Training Departments. Nevertheless, we think it would be only prudent for the Minister of Education to review the position before the present system is brought to an end.

38. There are other professions besides teaching which raise special problems and which must rely on an adequate system of local scholarships to ensure a supply of graduate recruits to meet their needs. Among these higher technology merits special consideration, not only because of its national importance, but also on account of the great expansion in this field at universities and colleges of further education. Many of the students who win open or state scholarships direct from the schools will study science; but by no means all of these will take applied science or technology, and, in any case, there will be a big residue of qualified candidates for awards both at universities and technical colleges for whom the local authorities must provide. We foresee, too, a growing need for university awards for students who have been in industry and have taken part-time or full-time courses; we revert to this point in paragraphs 43 and 45.

39. We regard it as important that all types of students should be eligible to have their awards extended to cover a post-graduate course, even when this is taken after an interval spent in industry, and we recommend that special post-graduate scholarships should be offered for students who may not previously have held an award. Post-graduate awards should be tenable at any university or other institution providing training of the necessary standard. We are aware that the Department of Scientific and Industrial Research grant maintenance allowances to graduates who are qualified to benefit from full-time training in methods of scientific research and who have a bona fide intention of taking up a career in which experience of research work will be of value. We do not intend our awards to duplicate these maintenance allowances, but we have reason to believe that the field is wider than is covered at present by that Department.

40. We have considered the special problem of students who intend to enter agriculture in one form or another. Our proposals for open and state scholarships will, we believe, cater adequately for the prospective research workers, scientific advisers and the like, whose undergraduate training takes the form of an honours degree course in one of the sciences. We look mainly to the Ministry of Agriculture and the Agricultural Research Council to assist students of this kind at the post-graduate stage. There is, however, an equally important and numerically larger body of students who intend to take up advisory or teaching work or to follow the profession of farming on their own account or in a managerial capacity, whose basic training takes the form of a degree course in agriculture as such, commonly preceded by at least twelve months practical experience on the land. It accords with our general suggestions that students of this class will have to rely on local education authorities for their awards.

41. There will also be an important body of candidates preparing for a career in art, music, drama and similar subjects. University awards in this field cannot be dissociated from awards tenable at the Royal Colleges and other non-university institutions. Moreover, in many of these cases the normal academic qualifications expected from candidates will be inappropriate. We consider that local authorities must work out in consultation with the various bodies concerned suitable methods of selection, and we count it as important that the way for the student of limited means shall be as clear in this field as in the field of ordinary university entry.

42. Our conclusion is that, if the needs of the professions are to be met, local education authorities must play their full part in a co-ordinated system of local scholarships. We are satisfied that nothing short of the recommendations made in paragraph 34 will secure this and, unless these

recommendations are carried out, we are convinced that there will be a serious shortage of trained graduates for the various professions. Accordingly, we suggest that the Minister of Education should prepare and issue periodical statistics for each local authority area showing the correlation between the number of local scholarships awarded and the population of the appropriate age-groups in the area.

#### *OTHER TYPES OF AWARDS*

43. So far we have been considering the first class of students—those who have remained full-time at a secondary school to about the age of 18. We pass now to the remaining class. Among the boys and girls who leave school before 18 there are undoubtedly some who by reason of native intelligence, supplemented by further education in full-time or part-time courses, are capable of profiting by a university education. In the field of technology certain local education authorities have long made provision for students of this type in their schemes of local scholarships. Further, since 1947, technical state scholarships to the number of not more than 100 have been offered annually by the Ministry to students who have completed a course leading to an Ordinary National Certificate or Diploma, or a course accepted by the Minister as of equivalent standard, and who comply with certain other conditions; these scholarships may be held in any faculty for a course of suitable standard. We commend these arrangements and we have little doubt that with adequate and well-planned publicity the number of awards made by the Ministry and local education authorities will need to be increased. For such students, performance in the examination for the General Certificate of Education may not always be an appropriate test of capacity and specially arranged methods of selection may be required.

44. There is also a type of student who, having left school at about fifteen, pursues his or her general education by part-time study and who may prove to be well qualified for a university course. As a beginning, it seems to us that the introduction of the National Service Act affords an additional opportunity of selecting those who are capable of profiting by a university education but have not succeeded in gaining a university award. The scheme which we propose is that a certain number of these men should be selected on the ground of their record and intentions, supplemented by an appropriate written examination. As this scheme from the very nature of the problem is bound to be somewhat limited in scope, we recommend that the applicants should go through a selection procedure similar in principle to that used by the Civil Service Selection Board. The tests and examination to be employed would naturally differ widely from those at present used for the selection of Civil Servants, and the collaboration of the universities, both in their preparation and in their assessment, would be an essential part of the scheme. The final decision, just as in the selection of candidates for the Civil Service, would rest not with the Board responsible for these tests but with a Final Selection Board constituted by the Ministry of Education, which would have before it the reports of the testing Board and would summon for interview at any rate those candidates who were most favourably reported on by that Board. We recommend that the universities should be represented on the Final Selection Board. Awards should be made in the light of this Board's reports. We do not suggest that more than a small number of these awards should be made at the outset; but, when experience has been gained, it may well be that the number of awards offered should justifiably be increased.

45. Apart from the students who begin their university careers at the normal age, there are the more mature students who, after some years of experience in employment, feel the desire, and show the ability, to embark on a university course. Assistance to students of this sort is sometimes available from extra-mural departments, local education authorities, or other sources. Since 1947, the Ministry has offered twenty mature state scholarships a year for students over the age of 25 who have taken part in adult education and wish to take a university degree in some branch of liberal studies. We welcome this provision, but we think that the scope of the scheme should be wide enough to include men and women who wish to take a university course with a view to improving their professional status and qualifications. We believe that, as the scheme becomes better known, a greater number of suitable candidates will be forthcoming for awards of this type.

### OTHER STUDENTS

46. As we have said, we do not expect that by any means all the students who wish to enter universities will be candidates for awards administered by the Ministry of Education and the local education authorities. In the future, as in the past, there will be some candidates from overseas who are ineligible on grounds of residence or who, at any rate, do not seek assistance; from past experience we should expect these to amount to about 12 per cent. of the total. A larger group of candidates, eligible on grounds of residence, will not, in fact, seek or obtain awards through the normal channels; we have in mind not only those candidates—a diminishing number—whose parents are able and willing to pay the full fees, but also those who get their help from educational trusts, school scholarships and other sources distinct from the Ministry of Education or the local education authorities. There are also signs that industry and commerce will promote schemes of university scholarships and bursaries for persons entering or already in employment. Quite recently there has been one significant example in the case of coalmining. We welcome such schemes, provided they are worked out in consultation with the Ministry of Education and the local education authorities; unless such consultation takes place there is a serious danger of confusion and inconsistency.

### CONCLUSION

47. With so many uncertain factors and within our terms of reference it would be impossible for us to present a final and complete scheme of university awards. Moreover, we think it unwise at this juncture to make the attempt. When further progress has been made in working out methods of selection, and the effects of the Education Act, 1944, are clearer, it may well be that this problem should be further considered. Meantime, we summarise the main points in our recommendations:—

(a) University awards should be administered by the universities, the Ministry of Education and the local education authorities in co-operation.

(b) The Ministry and the universities should accept full responsibility for students of high promise as shown in the General Certificate of Education or university scholarship examinations.

(c) Provision should continue to be made, and further experiments devised by the Ministry of Education in co-operation with universities, for awards to students of good ability who have left school before 18.

(d) Local education authorities should extend their arrangements to include all eligible students accepted and recommended by universities who have reached the advanced standard in two subjects in the examination for the General Certificate of Education and shown satisfactory evidence of general education. It should be within the competence of a local education authority to make an award in a particular case where this standard has not been reached if the authority are satisfied that there are special circumstances which would justify an award.

(e) Local education authorities should work out in consultation with universities or other colleges suitable methods for making awards to students in technology, art, music, drama and certain other subjects.

48. It may be convenient if we attempt to give some forecast of the number and distribution of awards in the next few years. We must make it clear that any such forecast is largely speculative and depends for its validity on many uncertain factors. For what it is worth, however, we summarise our expectations as follows:—

(a) The present intake into universities and university colleges in England and Wales is of the order of 18,000 and we are advised that this figure is likely to remain fairly constant for some years.

(b) Of this total of 18,000 we estimate that at least 4,000 will be suitable candidates for open or state awards.

(c) In normal times it is likely that about 2,000 will consist of overseas students or others who are not eligible for awards from public authorities in this country.

(d) A number of places will no doubt continue for the present to be filled by students who either do not need, or do not qualify for, awards from public funds. We put this figure tentatively at 5,000.

(e) There remains a minimum of some 7,000 awards to be made through local education authorities. This figure is based on the assumption that four-year grants for intending teachers will have been discontinued.

### CHAPTER III

## PROPOSALS FOR A SCHEME OF UNIVERSITY AWARDS

49. The preceding chapter of our report has indicated generally the lines on which we consider university awards should be made in the future. We propose now to set out our proposals in a summary form. At present awards are made under the following separate codes of regulations:—

State Scholarships and University Supplemental Awards (G.R. No. 5).

Technical State Scholarships (G.R. No. 5A).

State Scholarships for Mature Students (G.R. No. 5B).

Training of Teachers (G.R. No. 7).

Further Education and Training (G.R. No. 8).

Art Awards (G.R. No. 10).

Science Awards (G.R. No. 12).

Regulations for Scholarships and Other Benefits.

The Art Awards do not fall strictly within our terms of reference and, in any case, we understand that they will be reconsidered in connection with the reconstitution of the Royal College of Art. Science awards are likely

within the near future to be amalgamated with the general provision for university scholarships. The Further Education and Training Scheme is intended for students whose education was prevented or interrupted by the war and is not part of the normal peacetime provision of awards to students.

50. In the interests of simplification we suggest that all awards by the state should be designated "State Scholarships" and should be made under one code of regulations. Awards by local education authorities should be designated "Local Scholarships" and should continue as heretofore to be made under the Regulations for Scholarships and Other Benefits.

51. We have reviewed some of the conditions which are contained in the Regulations for State Scholarships and we make the following recommendations:—

*(a) Attendance at School*

At present candidates for normal state scholarships are required to have attended a secondary school for a period of not less than two years immediately preceding the date of the examination unless the Minister, having regard to the special circumstances of the case, allows an exception to be made to this condition. We appreciate the reasons for this requirement but we do not think there are now sufficient grounds for its retention and we recommend that it be omitted. We make a similar recommendation in regard to the requirement that a candidate for a technical state scholarship should have attended for two years at an establishment for further education.

*(b) Nationality and residence*

All candidates for state scholarships are required to be British subjects ordinarily resident in England or Wales. Our view is that the restriction to British subjects is out of line with the general spirit of universities and should be dropped. Residence in England or Wales is a requirement arising directly from the limitation of the Minister's powers under the Education Acts. We recommend that in normal cases a candidate for a state scholarship should have been ordinarily resident in England or Wales for twelve months immediately preceding the 31st July in the year of the award. This should be taken to imply that the candidate has habitually resided or spent his holidays with a person ordinarily resident in England or Wales; but in the case of foreign students we consider that there should also be clear evidence that his parents or legal guardian have maintained a residence in this country for the prescribed period.

*(c) Age-limits*

Candidates for normal state scholarships are required to be under the age of 19 for boys and 20 for girls. Technical state scholarships have an upper age-limit of 20 except for a fixed proportion of awards for candidates over that age. Mature state scholarships have a lower age-limit of 25. The variety of age conditions seems to us to be a source of confusion and we see no valid reason for specifying age-limits in the regulations. No doubt the Ministry of Education would indicate by means of Circulars or other published documents the approximate ages for candidates of different types. Two particular points should be safeguarded:—

(i) It should be made clear that state scholarships are intended for entrants to a university and not for persons already in attendance at universities. This rule would not be applied to university or college awards, supplemented by the Ministry, which are made to students during their university course.

(ii) Notwithstanding the abolition of the age-limits, candidates should be permitted to obtain deferment from National Service up to a reasonable age in order to sit for examinations.

*(d) Definition of institution*

Under the present state scholarship regulations awards are tenable at a university, university college or college of a university in England or Wales or, in the case of technical state scholarships, establishments of further education. The Minister has, however, power in special circumstances to allow an award to be held at a university or university college in Scotland in respect of which grants are made by the University Grants Committee. We do not suggest that this condition should be materially changed, but we consider that the discretion of the Minister should be widened so as to allow awards to be held at universities in the British Commonwealth or foreign countries.

52. Our proposals can accordingly be summarised as follows:—

*A. STATE SCHOLARSHIPS*

(a) The Ministry of Education should offer annually state scholarships for qualified candidates up to a maximum number to be fixed from time to time.

(b) In order to qualify for a scholarship a candidate should be required:—

(i) to have been ordinarily resident in England or Wales for a period of not less than one year immediately preceding 31st July in the year of the award;

(ii) to satisfy the Minister as to his educational qualifications.

(c) For the purpose of selecting candidates for awards the Minister might accept:—

(i) the recommendation of an Approved Examining Body based on the performance of the candidate in not more than two subjects at the scholarship level in the examination for the General Certificate of Education and satisfactory evidence of general education; or

(ii) the award by a university or university college of an open scholarship or exhibition of a suitable standard and minimum titular value; or

(iii) the recommendation of a local education authority, responsible body, principal of an establishment of further education, or other approved person, together with such technical or other qualifications as might be prescribed from time to time.

(d) The Minister, approved examining bodies, university authorities and other bodies or persons recommending candidates for scholarships should have the right to call for confidential reports from schools in such form as they may require and to interview candidates.

(e) Scholarships should be granted to enable a student to follow a course for an honours degree or such other course as might be approved from time to time by the Minister.

(f) Scholarships should at the discretion of the Minister be extended beyond the stage of the first degree for post-graduate study whether at the same university or elsewhere.



## B. LOCAL SCHOLARSHIPS

(a) Awards should be made by local education authorities under arrangements approved by the Minister.

(b) Such arrangements should include provision for awards to candidates without restriction who:—

(i) have been ordinarily resident in England or Wales for a period of not less than one year and are resident in the area of the local education authority (in cases of doubt the terms of Section 6 (2) (a) of the Education (Miscellaneous Provisions) Act, 1948, may be taken as a guide in determining responsibility);

(ii) have reached the prescribed educational standards and are recommended for an award by a university, university college, or college of a university, except in the special cases which are referred to in paragraph 34 (d); or, in the case of technological, music, art, and drama awards, are adjudged to be of sufficient proficiency by the local education authority in consultation with the university or other institution; and

(iii) are considered in other respects eligible for an award by the local education authority.

(c) The local education authority should have the power to call for confidential reports from schools in such form as they may require and to interview candidates.

(d) In order to secure reasonable uniformity over the whole field, local education authorities should determine the value of their awards and fix the duration and conditions of their tenure on similar lines to those adopted for state scholarships.

## CHAPTER IV

# THE VALUE OF AN AWARD

### INTRODUCTION

53. Sections 81 (c) and 100 (c) of the Education Act, 1944, enunciate the important principle that awards made by the local education authorities and the Ministry of Education should be sufficient in value to enable students to follow courses of further education without hardship to themselves or to their parents. This principle should, in our opinion, govern the arrangements for assessing the value of all awards made from public funds to university students. During recent years much progress has been made in bringing the value of awards up to the amount necessary for a student's needs, but a number of the grants from public funds are still inadequate. In the field of local scholarships some local authorities still give exhibitions and bursaries of lesser value, while not all the grants made by the Ministry of Education are assessed on the comprehensive lines of state scholarships. Moreover, the arrangements for determining the value of individual awards sometimes demand sacrifices from parents in certain income groups which may be more than they should be called upon to bear.

54. In framing a scheme for assessing the value of a university award we have accepted two propositions. They are:—

(a) that the value of a maintenance grant should be calculated according to a student's needs during vacations as well as during term-time, and that the contribution required from a parent should likewise be appropriate to the calendar year;

(b) that the scale of parental contributions should not be varied according to the type of course which a student is following.

On the information before us, we are of the opinion that the arrangements described in this chapter should also be used for assessing the value of awards tenable at establishments of further education and at teachers' training colleges, and we commend this proposal to the Minister of Education for further consideration.

55. In the succeeding paragraphs we have confined our attention to the method of calculating the value of state awards. We consider it of the utmost importance, however, that all awards, whether made by the Ministry or by local education authorities, should be assessed on similar principles. This is not to say that there should necessarily be complete uniformity in the detailed arrangements for calculating grants; but there should be a broad similarity in the method of approach, and the arrangements adopted by local education authorities should ensure that, over a wide range of incomes, the grant received by the holder of a local scholarship is not markedly less than that received by a State Scholar.

### *PRESENT PRACTICE*

56. Some knowledge of the existing arrangements for computing the value of state scholarships is necessary in order to appreciate the significance of the new proposals. All calculations proceed from the starting-point of a standard figure of maintenance appropriate to the university attended. The standard figures are fixed by the Ministry of Education after consultation with the university authorities and are normally reviewed triennially. They cover such items as books, instruments, clothing, mid-day meals, travelling, subscriptions and pocket money and, in the case of resident students, board and lodging during term-time. They do not include allowances for vacations, nor do they include allowances towards a day student's keep at home during term-time, but special additions towards these items, at a maximum rate of £1 a week, may be made where the parents' income is small. Special additions may also be made where the cost of travelling or instruments considerably exceeds the element included in the standard figure of maintenance, and additional allowances are also made in respect of essential periods of organised and approved study during the vacations.

57. The Regulations for State Scholarships and University Supplemental Awards provide that in determining the amount of grant payable to an award holder the Minister will have regard to the standard figure of maintenance, to any income or scholarship available to the student, and to any assistance which may reasonably be expected from persons who would in ordinary circumstances bear or contribute to the expenses of his education. The amount which a parent or guardian is expected to contribute towards a student's expenses is based on the income available after certain deductions have been made from the gross income. The gross income of both parents is reduced by certain items such as ground rent, mortgage interest, superannuation or insurance contributions, and other charges payable under covenant other than rent, but not income tax. Allowance is also made for additional dependent children and their school fees or expenses of university education or professional training, and for other dependants. The resulting income, commonly known as the scale income, is applied to an income scale and a parental contribution is read off. Different scales are used for day and resident students. The scale giving the contribution expected from the parent of a day student is more generous than that for a resident student in order to compensate the parents for maintaining the student at home during term-time. Thus, whereas the

scale for resident students starts at £600, the scale appropriate to day students starts at £850; below these scale incomes no contribution is expected from the parents.

58. The maximum value of an award consists of the standard figure of maintenance, any additional allowances, and the approved fees for tuition, registration and examinations. The value of an award to an individual student is arrived at by deducting the amount of the parental contribution and of any other annual grants held from the maximum value of the award; the amount of any earnings or private income received by the student must also be taken into account. The amount of the award is first used to defray the approved fees which are paid direct to the university; the remainder of the award is paid as a maintenance grant to the student in three equal instalments.

### *DEFECTS AND REMEDIES*

59. The existing system for calculating the value of an award seems to us to be based on sound principles, but there are improvements which should be made. At present, vacation allowances and allowances towards day students' keep at home during term-time are given as special additions where the income of the parents is considerably below the point at which the income scales begin. In consequence, there is a zone of income, between the figure at which the additional allowances are payable (around £300 a year) and the commencement of the income scales, where changes in income do not cause any change in the value of an award. We see no reason why the expenses of all students during the vacations and the keep of a day student during term should not be regarded in the same light as the student's clothing and other items which are included in the standard figures of maintenance.

60. The income scale for assessing the value of awards to resident students at present starts at £600 and proceeds to a ceiling of £1,500. A parent with a scale income in excess of this figure is required to meet the whole of a state scholar's expenses, while, owing to the sharp acceleration in the rate of change in parental contribution in the upper reaches of the income scale, the parent with a four-figure income is always required to make a heavy contribution. We recommend that the ceiling of the income scale should be raised to at least £2,000 and that the increased length of the scale should be used to make the change in parental contribution more gradual. If the standard figures of maintenance are increased there will be a strong case for raising the ceiling of the scale to a higher figure.

61. Where the parental scale income is above the ceiling of the scale, a student at present receives no financial benefit from his state scholarship. This has doubtless dissuaded many students of considerable ability from taking part in the competition. We consider that all students who qualify for a highly competitive award such as a state scholarship should in consequence derive some financial benefit. We have in mind that a sum of £30, equal to the fixed emolument of many open awards at Oxford and Cambridge Universities, should be given without regard to the parents' means. Local education authorities need not feel under an obligation to follow suit in this matter, though no objection should be raised if they did so.

62. At present the allowance made in calculating the amount of the parental contribution for each dependent child other than the student is £50, while the maximum extra allowances which may be made in respect of a child's education are £60 for school fees and £100 for expenses of university

education or professional training. We consider that these allowances are much too small and that, as a result, the award holder who is one of a large family is able to follow his approved course only at the expense of a greater effort on the part of his parents than would be necessary if he were an only child. This sometimes results in a deserving student who is one of a large family having to forego a university education because the strain on his parents would be insupportable. In order to correct this inequality, we think that the children's allowance should be increased to at least £100 and that the maximum allowances for school fees and expenses of university education or professional training should be increased to at least £100 and to £200 respectively. It should be noted that these allowances are deducted from gross income, and that the allowances for educational expenses are in addition to the children's allowance.

63. We wish to recommend one other change in a point of detail. We consider the rate of £1 a week, used for calculating allowances towards keep at home, is inadequate and should be replaced by a rate of 25 shillings a week.

#### *A REVISED SCHEME OF ASSESSMENT*

64. We recommend that the standard figures of maintenance for all students should include allowances for books, instruments, clothing, mid-day meals, travelling, subscriptions and pocket money, as well as a contribution towards the cost of the student's keep during term-time and expenses during vacations. The allowance towards expenses during vacations, and towards the day student's keep during term-time, should be calculated at the rate of 25 shillings a week. The amount of the remainder of the standard figure of maintenance should be fixed after consultation with the university authorities as at present.

65. Additional allowances should continue to be available to assist a student with abnormal expenditure on travelling, or on expensive instruments essential to his course of study, as for example, a microscope for a medical student. Additional grant should also be made, as at present, towards expenses incurred in periods of organised study during the vacations essential to the approved course. If the age-limits for the state scholarship and technical state scholarship competitions are withdrawn, provision should be made to pay allowances to students over the age of 20 in respect of persons who are dependent upon the award holder at the time the award is taken up, and also in respect of children born to the student's wife during the course. But a wife's or children's allowance should not normally be made available to an award holder who marries during his approved course. In exceptional circumstances where a person becomes dependent on the student during the approved course owing to circumstances outside the control of either party, as for example a widowed mother, a dependent's allowance should be added to the grant.

66. The value of an award to a single student should normally continue to be assessed in the light of his parents' income, but an amount of £30 will be given in all cases whatever the student's or parents' means. The scale income of the parents should be determined as at present, with the exception of the changes referred to in paragraph 62 above.

67. If, as proposed, an allowance towards the expenses of a student during vacations is included in the standard figure of maintenance, we consider that the income scale for parental contributions should start at a rather lower point than at present. In our view parents with a scale income

above £500 a year should be expected to contribute towards the cost of the student's expenses at home during vacations, and parents with a scale income of about £700 a year should be expected to meet the whole of this item. We therefore suggest that the income scale should start at £500 a year and that the rate of increase in parental contribution at the bottom of the scale should be £15 per £100 increased in income, so that at an income of £900 a year the parental contribution would be £60. Above an income of £900, the rate of increase in parental contribution should accelerate gradually to a rate of £30 per £100 of income at the top of the scale. The ceiling of the scale should be at least £2,000, the value of awards at scale incomes above that figure being limited to £30. The ceiling of the scale should be further raised if the standard figures of maintenance are increased.

68. We have already recommended that the standard figure of maintenance for day students should include an allowance of 25 shillings a week towards keep at home during term-time, as well as towards vacation expenses. This would mean that the standard figure of maintenance would cover a student's needs throughout the year and that, in this respect, a day student would be on a par with a resident student. It follows that there would be no need to use a special income scale for day students and the income scale we have in mind is intended for use in assessing the value of grants to all award holders at universities.

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## NOTE BY Dr. W. W. GRAVE

While I find myself in agreement with many of the recommendations set forth in this report, I feel obliged to dissent in three respects from the conclusions reached by my colleagues.

### *Clearing-House for University Admissions (paragraph 23)*

While I agree with my colleagues in thinking that the present scheme for allocating state scholars is undesirable, and that the universities should be asked whether they wish to propose an alternative method for their distribution, this question does not appear to me to raise what the report describes as the fundamental problem of the selection of students as a whole for admission to the university institutions. Indeed, this may be thought to be a matter which, as the report suggests, lies outside the Working Party's terms of reference. As it has nevertheless been made the subject of a recommendation, I may perhaps state my disagreement with the proposal that the universities should be asked to consider the setting up of a central clearing-house analogous to that which has been set up for teachers' training colleges.

It may not be sufficiently realized that, at least in the three universities of Oxford, Cambridge, and London, admissions are controlled, not by the universities themselves, but by the colleges, and it is my belief that very few people at those universities would wish this system to be changed. Any clearing-house dealing with university admissions would therefore need to find places for very large numbers of candidates in upwards of eighty separate institutions in England and Wales. If the savour of direction to which the report alludes is to be avoided, every consideration would need to be given to the preference of candidates among the universities and colleges, and the finding of places might often be a long and complicated task. The cumbersome nature of the machine, however, is not the only

consideration which causes me to hesitate in recommending it. The interpolation of an office of this kind between the candidate and the university or college of his choice seems undesirable, for I believe it is important to preserve in every possible way, and at all stages, direct contact between the applicant and the University Dean or College Tutor.

In my view, therefore, any such proposal should be viewed with great caution. A central machine, however discreet, must tend to diminish the personal factor in the present relations between the universities, the schools, and candidates for admission. If such a machine is no more than a forwarding agency for correspondence, its establishment would hardly appear to be justified; if it proves to be more, there will be a danger that it will interfere with the present unfettered control of the universities over their own admissions which, as the report says, should continue unimpaired.

*Awards to students selected during their year of national service (paragraph 44)*

I agree that consideration should be given to the making of special arrangements for the award of state scholarships to young men whose character and intelligence are such that it would be in the national interest to ensure that a university course should be open to them, but I do not, as at present advised, consider that it is desirable to arrange for their selection by the methods proposed in the report. No reason has been advanced why universities should not be asked whether they would be willing to offer a small number of places to these men, and to arrange for their selection. It would not be difficult to devise academic and other tests suited to their circumstances. In view of what has been published on the subject,\* I wish to add that I am very doubtful whether universities and colleges should be asked to accept the choice of applicants by a Final Selection Board, such as that proposed in the report, as an alternative to their selection on the results of an entrance test conducted by the universities or colleges themselves. Furthermore, they would presumably need to satisfy the matriculation requirements of the university to which they wished to go.

*Number of awards proposed (paragraphs 34 and 48)*

The report proposes that awards should be made by local education authorities without restriction to candidates who have reached a certain standard in the new examination for the General Certificates of Education, and have been accepted and recommended for an award by a university or university college. The report also assumes that under these proposals the number of local education authority awards will be increased from 4,000 to a minimum of 7,000. It is to be hoped that the pressing need for university graduates will not result in a lowering of standards for admission. The universities have regarded the maintenance of quality as a fixed principle, and even the most emphatic advocates of numerical expansion have recognized that quality must not be sacrificed to quantity. The examination test which is proposed is as yet untried, and the large proposed increase in the number of state scholars would include many who, without such an increase, would be among the best of the winners of local authority awards. If, in these circumstances, the university authorities are unable to recommend for awards as many candidates as the report contemplates, it is to be hoped that there will be no feeling that they are placing unjustifiable obstacles in the way of deserving pupils. It is notorious that once standards are lowered, they are very difficult indeed to restore.

\* Ninth Report from the Select Committee on Estimates (Session 1947-8)--The Civil Service Commission. Minutes of Evidence paragraphs 1868 and 1869.

There is one further comment which relates to the forecast of the number and distribution of awards which is attempted in paragraph 48 of the report. I refer particularly to the statement that a number of places will no doubt continue for the present to be filled by students who either do not need or do not qualify for awards from public funds, and puts this figure tentatively at 5,000. It is, I think, important to stress the speculative nature of this estimate, and I, at least, should have preferred that there should have been consultation with university authorities before the forecast was published.

## SUMMARY OF MAIN CONCLUSIONS

(1) Having regard to present social and educational conditions and the growth of the universities we are satisfied that a considerable increase of university awards is necessary. The arrangements which we propose allow for such an increase and are capable of being extended to ensure that no qualified student shall be prevented from entering the university by lack of means. In the main they depend for their success on examination results being available earlier in the year than is the case at present. (Chapter I).

### (2) *Types of awards*

Awards from public funds should be of two types, viz:—

(i) State Scholarships, for which the Ministry of Education will be responsible:

(ii) Local Scholarships for which the local education authorities will be responsible (Chapter II and paragraph 52).

### (3) *State Scholarships*

(i) The main purpose of state scholarships should be to assist students of high academic promise, including those holding university open scholarships or exhibitions (paragraph 26).

(ii) Candidates (other than open scholars and exhibitioners) should be recommended by Approved Examining Bodies on performance in the examination for the General Certificate of Education. Candidates should take not more than two subjects at the scholarship level and show satisfactory evidence of general education (paragraph 27).

(iii) The experiments of the Ministry in granting awards to technical and mature students who have left the secondary school early and have shown qualities of merit should be continued and extended to other students, particularly those selected during their period of National Service (paragraphs 43-45).

(iv) The Ministry's regulations governing awards to students should be revised and simplified (paragraphs 49-51).

### (4) *Local Scholarships*

(i) Local scholarships awarded by local education authorities should be available to all eligible candidates recommended and accepted by universities and university colleges and educationally qualified (paragraphs 34 and 47).

(ii) In normal circumstances, a candidate recommended and accepted by a university, who has reached the advanced standard in two subjects in the examination for the General Certificate of Education and shown satisfactory evidence of general education, should be given an award. It should,

however, be within the competence of a local education authority to make an award in a particular case where this standard has not been reached if the authority are satisfied that there are special circumstances which would justify an award (paragraphs 34 and 47).

(iii) In view of the special conditions in such subjects as technology, agriculture and the arts, consideration should be given to the conditions of award in this field (paragraphs 34, 38-41 and 43).

#### (5) *Functions of Universities*

(i) The universities should be responsible for awarding open scholarships and exhibitions, which, on certain conditions, should be supplemented by a state scholarship from the Ministry. Every possible encouragement and help should be given to universities, especially London and provincial universities, to increase the number of their open scholarships and exhibitions (paragraph 26).

(ii) It is desirable that, in the examinations for open scholarships and exhibitions as well as in other examinations qualifying for a state scholarship, appropriate measures should be taken to avoid encouraging undue specialisation (paragraph 27).

(iii) The present allocation scheme for state scholarships should be discontinued. The universities should consider introducing as soon as possible a clearing-house machinery for all candidates for admission (paragraphs 21-24).

(iv) The universities should be responsible for recommending students to local education authorities for the award of local scholarships (paragraph 34).

#### (6) *Recruitment to Teaching and Other Professions*

(i) Four-year grants to intending teachers based on a signed undertaking should be abolished within the next three years. Provision should be made for the degree course through the normal scholarship channels. The Ministry should continue to finance students in the professional year (paragraphs 35-37).

(ii) Periodical returns should be issued by the Ministry of Education for each local authority area showing the correlation between the number of local scholarships awarded and the population of the appropriate age-groups in the area (paragraph 42).

#### (7) *School Reports and Interviews*

All recommending bodies should have the right to call for confidential reports from schools in such form as they may require and to arrange interviews with candidates (paragraphs 28 and 34).

#### (8) *Value of Awards*

(i) The standard figures of maintenance, on which the value of an award is based, should include allowances towards the maintenance of a student during the vacations as well as in term-time (paragraph 59).

(ii) The income scale for assessing the contribution of the parents should begin at £500 and rise to a ceiling of at least £2,000; if the standard figures of maintenance are increased there will be a strong case for raising the upper limit of this scale (paragraph 60).

(iii) All state scholars should receive a fixed sum of £30 a year, whatever the means of the parents (paragraph 61).



(iv) Certain allowances which may be deducted from the gross income of the parents in calculating the amount of their contribution should be increased: the allowance for dependent children other than the student should be increased from £50 to at least £100, and the maximum allowances for their educational expenses should be increased from £60 to at least £100 in the case of school fees, and from £100 to £200 in the case of expenses of university education or professional training (paragraph 62).

(9) *Number of University Awards*

Any forecast of numbers is bound to be tentative, and speculative. On a provisional estimate based on existing conditions it will be necessary to increase the awards for which the Ministry of Education is to be responsible from a present figure of 2,000—2,500 a year to at least 4,000 a year. Of these, some 2,000 would be state scholarships, and the remainder, if means could be found to augment the number of awards made by universities and colleges, would be open scholarships and exhibitions qualifying for supplementation by the Ministry. It is expected that local education authorities will be called upon to increase their university awards from about 4,000 to a minimum of 7,000. In arriving at these figures, allowance has been made for the abolition of four-year grants to intending teachers (paragraph 48).