



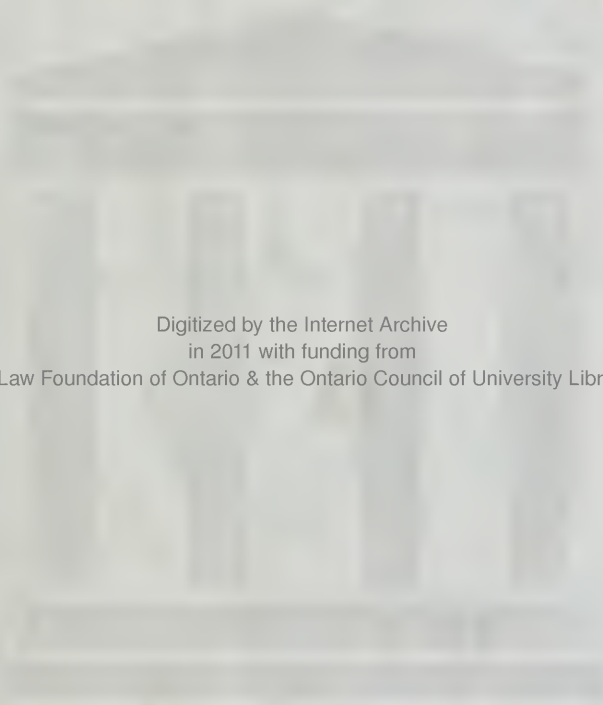
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REPORT  
OF  
ROYAL COMMISSION  
ON  
UNIVERSITY FINANCES

VOL. I.

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PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO

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TORONTO:  
Printed by CLARKSON W. JAMES, Printer to the King's Most Excellent Majesty  
1921



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# Report of Royal Commission on University Finances

TO HIS HONOUR THE LIEUTENANT-GOVERNOR:

The Commissioners appointed by Your Honour to inquire into and report upon certain financial matters relating to the Provincial University; Queen's University, Kingston, and Western University, London, have completed their labours, and respectfully beg to report to Your Honour the results of their inquiries and such recommendations in regard to financial aid as they deem to be warranted, together with certain other recommendations which they consider advisable.

The terms of the Royal Commission dated the 27th day of October, 1920, authorized and empowered your Commissioners "(a) to inquire into and report upon a basis for determining the financial obligations of the Province toward the University of Toronto, and the financial aid which the Province may give to Queen's University of Kingston and the Western University of London; (b) to recommend such permanent plan of public aid to the said Universities as shall bear a just and reasonable relation to the amount of the legislative grants to primary and secondary education, and (c) to make such suggestions on any of the above subjects as may seem, in the opinion of the Commission, to be desirable."

## COURSE OF THE INQUIRY.

In order that the inquiry might be as careful and comprehensive as possible, it was decided to request the representatives of the Provincial University and of Queen's and Western Universities to appear before your Commissioners on certain dates, and to present full information on their financial resources and needs, on their academic work, on the number of their student body, and on any matters of general University policy on which it might be deemed desirable to consult them. Your Commissioners decided to visit each of the three Universities and to make themselves personally familiar with buildings, equipment, staff, actual conditions of work, and location of proposed new buildings. Advertisements also were inserted in the local papers of each city inviting communications from educational, industrial, scientific or other public bodies, which might desire to make representations to the Commission in regard to University matters.

We visited the Western University on November 18th, the University of Toronto on November 19th, and Queen's University on November 22nd, 1920. Representatives of the Universities and of various organizations connected with them appeared before us on the following dates:

University of Toronto, December 6th, 1920.

Western University, December 8th, 1920.

Queen's University, December 13th, 1920.

We desire to hear testimony to the zeal and efficiency of the members of the staffs of the various Universities whom we interviewed on our tour of investigation. We found them loyal to their institution, eager to make their faculty and department the foremost in the University, competent in scholarship, and in touch with the

most recent advances made elsewhere in their special fields of learning. We received the fullest information from the authorities of the three Universities. We have received important statements from the Royal Canadian Institute, the United Farmers of Ontario, the Workmen's Educational Association, the Alumni and Alumnae Associations of the University of Toronto, and from various individuals and deputations, who give us much information and many points of view. At the various sessions of your Commission a great deal of valuable testimony, oral and written, was presented.

#### VALUE OF EDUCATION.

Education is not only intimately bound up with social and industrial reconstruction, but, in a deep sense, is the most important and enduring side of post-war policy. Upon the extent to which a country develops and uses the innate abilities of its citizens, its future prosperity and permanence depend. The value of education to the nation has been realized afresh in these later days. This value is so great that it is the obligation of the State to provide full educational facilities for all its people. Only so can the healthy existence and continued progress of the State be maintained.

1. History shows the tremendous power of education over the minds and souls of men. The changes of centuries can be effected in generations, and national outlook, ideals and activities can be profoundly altered.

2. Education answers certain urgent human needs, loudly voiced in all civilized countries to-day. There is a world-wide demand for a wider distribution of wealth, for more leisure and increased interests, for more happiness in life, for more social community of spirit among all classes, for a further share in the power of management, both in industry and in government, local, national and international. The mental and moral atmosphere produced by the war has caused these needs to be more keenly felt by the great mass of the people, and has created conditions under which reforms can be effected rapidly. Education is the most valuable form of reserve wealth in meeting these requirements. It helps to secure the increased efficiency of management and labour, which increases output and makes possible shorter hours. It enables men to utilize more wisely the resources of science and to improve the organization of industry whereby a greater volume of wealth is produced for distribution. It is the best method of bringing men easily and closely together in a social community. It supplies the knowledge and the trained mind which enable men to take an effective part in helping to govern an industry, a town, or a nation.

3. In education three aspects of the human being must be duly regarded.

(a) He must be trained *as an individual*. This education contains a physical, a mental and moral area. It seeks to make the pupil *strong in body*, so that he may observe well, hear accurately, speak effectively and musically, and use skilfully his hands, the most marvellous of all tools. It seeks to give him *mental cultivation*, so that he may have a disciplined mind, a ready command of intellectual resources, a power of application and concentration, a real love of knowledge, and a genuine delight in good literature. It seeks to create ideals and to *develop character*. Right education broadens, deepens and refines human life. It makes its possessors citizens of the world; it opens the gates of the past and the windows towards the future; it widens horizons and fills lives with new interests and new pleasures.

(b) He must be trained *as a worker*. Education is needed, not only to enable the individual to live the fullest, most interesting and happiest life possible, but

also to discern what in life has to be done and what is the best way to do it. No satisfactory technical education can be given except to those who have already had or are receiving a good general education. Technical education gives the special knowledge and skill required for work. It enables a man to understand the various processes in his work; it stimulates him to use his brains and invent contrivances; it ought to make his work pleasureable and educative to himself. Education, applied to industry, commerce and the development of the natural resources of the country, promotes industrial efficiency, commercial growth and the increase of material wealth. In addition to the higher things of the mind and soul, there are material and measureable rewards of education. Among all varieties of race, and amid varying conditions of climate, natural resources, geographical location, economic and social environment, in every case it can be demonstrated that an educated people produce much and amass wealth, while an uneducated people, under the same conditions, produce little and save less. Without educated brain and skilled hands, the fertile soil, the timbered land, water-powers and mineral deposits, must lie idle or be ignorantly squandered. National wealth and industry are directly related to education and must become more and more dependent upon it as civilization advances. The education of the individual is becoming an equally important factor in individual efficiency and success in the various departments of practical life. In a land of great natural resources like our own, education is indispensable to their proper conservation and use.

(c) He must be trained *as a citizen*. Democracy makes greater demands on the intelligence of its citizens than does any other form of government. Only a well-educated democracy can prove to the world its superiority. Democracy must win the key of knowledge before it can safely wield the sceptre of power. A sound and complete education is the best preservative of democratic institutions and the best remedy against anarchic and revolutionary movements.

On all counts, the case is made good for a system of education which concerns itself with all classes in the nation. To establish and maintain such a system the State must make generous financial provision. Schools are not a charity, but a paying investment. Education is "the debt which maturity owes to youth." The wise State will seek to pay that debt with no niggard hand.

#### ALL GRADES OF EDUCATION INTERDEPENDENT.

Primary, Secondary and Higher Education are part of *one* great educational effort. The goal of that effort is to develop a free human being who has been prepared for the responsibility of deciding things for himself. Each division of our educational system has its share in this preparation. The same pupil may pass through all grades. The teachers of the Primary Schools are taught in the Secondary Schools by teachers who have themselves been taught in the Universities. The effectiveness of University work largely depends on the excellence of the Preparatory Schools, and the whole tone and atmosphere of the Secondary Schools are created by their University-trained staffs. The character of the work in the Primary Schools is ultimately influenced or even determined by the ideals of the University. The interests of primary, secondary and higher education are interdependent and interlocked. No one interest can be impaired without weakening the others; none can be improved without strengthening the others. To set the financial claims of one *against* the other would be to impoverish all.

## THE UNIVERSITY AS THE SERVANT OF THE COMMUNITY.

The aim of a University is not to develop a self-centred culture, but to use culture, knowledge and discipline in the service of the community.

1. Universities are the natural centres and culminating points of the educational system of a country. Their influence is felt through every part of the system, and even beyond it, in the continued and voluntary education of adults.

2. Their primary function is to provide a liberal education. A University which trains only narrow specialists is in danger of losing sight of one of its highest functions. The production of the specialist is secured at too high a cost if it is gained by sacrificing breadth of outlook and zest and range of intellectual curiosity about all things that contribute to the knowledge or enrich the life of man. A certain width of view is essential to the reality of academic culture. The mission of the University is to represent the organized will and power of the community in promoting all that makes for intellectual advancement and moral elevation.

3. Universities train men for leadership in every sphere of work. In a period of world-wide reconstruction, leaders must possess clearness of thought and adequate knowledge. This the University may be expected to supply. The University-trained man ought to contribute to his country, as a citizen: (a) the *spirit of progress*, which hopes, because it is always seeking to better conditions by knowledge and skill; (b) the *spirit of moderation*, which is cautious, because it resists the vehemence of one-sidedness and the impulse to grasp at hasty expedients; (c) the *love of truth*, which realizes the worth of thorough and systematized knowledge, which keeps an open mind to new ideas, and which holds preconceptions in due control. Men possessed of this true academic spirit can help to form a sound public opinion and can furnish skilled leaders in commercial, industrial, social, political and religious movements.

4. Universities train the teachers in the Secondary Schools and in many of the larger Primary Schools. Through this group of graduates the University reaches the whole educational system. The quality of instruction and the mental stimulus given by the Secondary School teachers largely determine the intellectual interest, the public spirit, the literary tastes and the moral tone of each generation as it passes from adolescence to manhood. The quality of these teachers and their power to inspire fine ideals in youthful minds depend in turn on the spirit which their University has breathed into them, and on the high conception it has given them, of what intellectual energy and enjoyment really mean.

5. Universities are the visible evidence of the homage which the State pays to learning and science; the symbol of how much there is in life beyond material development and commercial success. They should be the homes of great ideals; the nursing-mothers of great characters. They seek to extend the realm of knowledge apart from any utilitarian value, confident that all knowledge increases the power of man. They teach those who are entering on life to think of the past and the future, as well as of the present, and to make the achievements of the past a challenge to the improvement of the future.

6. Universities provide the highest training in the application of knowledge to all departments of life. From the national point of view, this aspect of University work is of great practical value. We need the trained scientist to discover the full extent of our natural resources and to improve and develop our methods of industry. We need skill, vision and informed organizing ability to turn our agricultural and commercial possibilities into realities. We need the clearest

reasoning and most effective action of our best-trained citizens to deal with our economic problems, social difficulties and political tasks. Universities should focus whatever information science can provide for any form of service to the State. They should place their knowledge of economic history and of economic experiments in all countries at the disposal of administrative officials and Legislatures. From the trained staff of a University should be furnished investigators in the scientific, economic or historical fields, whose extent of knowledge and mastery of method would make them helpful colleagues of practical men charged with making such inquiries.

7. Universities should seek out and develop unusual human talent, in whatever walk of life it may be found, and make it available for the service of the State.

The University, in fine, is one of the chief organs of the higher life of the State. Its facilities should be brought within reach of the greatest possible number of the people.

#### THE PRESENT UNIVERSITY SITUATION IN THE PROVINCE.

1. The existing situation is partly the legacy of past controversies and partly the result of present demands. The story of University development in the Province is long and varied.

(a) There was at first a State-established denominational University, the religious restrictions connected with which led to the founding of other denominational institutions.

(b) For some years the State University, freed from denominational control, co-existed with independent denominational Universities.

(c) Then Victoria University, and later Trinity University, federated with the Provincial University.

(d) The present situation is that a Federated State University exists, and outside it are two independent, undenominational Universities, Queen's and Western, and two independent denominational Universities, McMaster and Ottawa.

2. The University of Toronto is the creation of the Province. It is controlled on its business and administrative side by a Board of Governors, all of whom are appointed by the Government, and all of whom are removable by the Government at the expiration of their terms of office. They represent the Government, which in turn represents the Province. Its financial support comes in largest measure from the Province. Its sources of income are: (a) an endowment which yields over \$60,000 a year, originally granted by the State; (b) the fees of students, purposely kept as low as possible, amounting in 1919-20 to \$382,000; (c) income from dining hall and residences, amounting in 1919-20 to \$56,860; and (d) the Government grant, which is partly statutory (amounting to \$500,000) and partly voted annually, to cover the expenditure beyond the yearly statutory grant.

The buildings of the Provincial University have been erected partly from the original endowment, partly out of income, partly from special legislative grant, and partly from private benefactions (such as the Household Science Building, the Connaught Laboratories and Hart House).

3. Queen's and Western Universities have for some years received annual grants from the Government on account of the School of Mining at Kingston and the Institute of Public Health at London. More recently they have applied year by year for special grants to aid their Arts, Science and Medical Faculties. These grants have been given, but on no settled basis or policy.

(i) The income of Queen's University is derived from (a) students' fees, about \$145,000; (b) endowment of \$1,791,495, yielding in 1920-21 about \$97,000, and (c) Provincial grants, in 1920-21, \$165,000. The buildings of Queen's have been erected partly by private or local benefaction, and partly by grants from the Provincial Government.

(ii) The income of the Western University is derived from: (a) students' fees, in 1920-21, \$26,000; (b) grant from the City of London, \$55,000, and (c) Government grant, \$84,000. There is no general endowment at present, but there are definite prospects of securing such a fund in the near future. The new Medical Building has been erected from local sources at a cost of \$450,000. The Public Health Institute—an integral part of the University—was erected at a cost of \$60,000 by the Province. The other work of the University is carried on mainly in rented or donated premises.

#### SUMMARY OF RECOMMENDATIONS.

We summarize our principal recommendations:

1. That for the maintenance of the Provincial University and of University College there be restored the basis of support in the Act of 1906, viz., a yearly sum equal to 50% of the average of the succession duties for the three preceding years, the percentage to be subject to such conditions as are set forth in the Section of the Report dealing with this subject.
2. That annual maintenance grants be paid to Queen's and Western Universities out of Consolidated Revenue, and that these grants be readjusted every five years by a Court of Reference to be appointed by the Lieutenant-Governor in Council.
3. That grants on Capital Account for buildings urgently needed be given to the Provincial University (\$1,500,000); to Queen's (\$340,000); to Western (\$800,000).
4. That if increased revenues for education be required in future, the Government consider the advisability of levying a direct tax of one mill on the dollar on the municipally-assessed value of the rateable property of the Province (excluding incomes), ear-marked for general educational purposes.
5. That in any University aided by State funds no new faculty be established and no new building (paid for by public funds) be erected without the consent of the Lieutenant-Governor in Council.
6. That a University Day be provided for in the Legislature, on which the Heads of the various Universities shall appear to report on their work.
7. That a Department of Graduate Studies and Research be organized in the Provincial University as soon as practicable.
8. That if the future increase of candidates seeking admission to the Universities should be so great as to make still further increase of staff and buildings necessary, the Department of Education and the Universities of the Province be asked to consider the transfer of the present First-Year University work to the Collegiate Institutes and High Schools.
9. That University College be given its historic academic building, and that the Administrative Offices be transferred to a new building.
10. That certain necessary additions be made to the buildings of the Ontario College of Education.
11. That certain extensions be made to the Royal Ontario Museum.

12. That the Provincial University continue to be controlled by a Board of Governors, and that such Board be truly representative of the whole Province.

#### ADEQUATE SUPPORT OF THE PROVINCIAL UNIVERSITY.

We believe that a united public opinion will be created in support of Higher Education in the Province by two broad lines in policy:

(a) Adequate support for the Provincial University, for which the State is primarily and solely responsible.

(b) Such reasonable support to the other two Universities as will be just to them and to the districts of the Province which they specially serve, and will extend the benefits of Higher Education to a wider circle of students.

It is a primary obligation upon the Province to make the Provincial University worthy of the intelligence, wealth and resources of the Province. Nothing but a University of first rank should be the crown of our educational effort.

1. The Provincial University stands in a unique relation to the State. It was established by public funds; it has been maintained by public funds. It is controlled by a Board appointed by the Government. It has for generations been recognized by custom and by legal enactment as the special property of the State. No change in its formal status has been suggested or recommended. Its unique position is acknowledged by all. The State has legal and moral obligations to it. The terms of our Commission recognize "the financial obligations of the Province toward the University of Toronto."

2. The Federation Act of 1887 and the University Act of 1906, which fully recognized the fact of Federation, really make a *contract* between the State and the Federated Universities. The Province obligated itself to provide ample facilities and financial support for the State University, in which the Federated Universities would fully participate: Federation was a compact, according to which the Province undertook to maintain the Provincial University in a state of high efficiency. One of the chief arguments used in the interests of federation was that, through the disappearance of distracting counter ecclesiastical interests, the Legislature of the Province would be free to make generous grants to the Federated Provincial University. The compact still stands. The contract remains.

3. The University has grown to be one of the largest and best on this continent and in the British Empire. Its degrees are recognized as representing excellence of standard and thoroughness of training. For the money granted to it, it has given a good return in scholarship, culture, scientific achievement and public service.

4. Its present work and needs fairly justify full measure of financial support. It is a popular delusion that the University is an independently rich and prosperous corporation. Practically all it has the State has given or is giving. That the State is not giving an inordinate amount is seen by a comparison (made elsewhere in this Report) of the money granted by American States of similar population and resources to their State Universities, with the annual grants made by this Province to its Provincial University.

(a) The *pressure of numbers* has steadily increased. The total registration to-day is over 4,600 in all faculties. The attendance in Arts is larger than ever. The registration in Arts and Applied Science will probably be maintained; that in Medicine will in due time be slightly reduced; there will assuredly be a great increase in the new Department of Commerce, and in post-graduate work. This

registration is practically in the great central University Faculties of Arts, Applied Science and Medicine. Dentistry and Law are not included, as they are in many American institutions, nor are the students in correspondence and summer courses counted in. We describe elsewhere a method of checking increase of numbers by raising standards; but even if this proposal be carried into effect, the problem of increasing numbers will remain. It is the inevitable problem arising in a country where there is a keen desire for the best in education, and where the possibilities of developing natural resources are fully recognized. This natural growth of the student body creates its own demand for increased financial expenditure.

(b) The increase in numbers has called for an *increase in staff*. Efficient teaching cannot be given when classes are so large as to destroy personal contact between professor and student. The staff of the University has never been large enough to free those of its members who have the aptitude for original investigation, from elementary teaching and routine work.

(c) We have dealt later with readjustment of salaries by the University authorities, necessitated by increase of staff and cost of living.

(d) *Faculties have been enlarged and new faculties have been established*: (i) The Faculty of Applied Science comes into close relation with the various material developments of the country. Engineering—a practical scientific education—is more than ever applicable to general business and commercial pursuits. The swing at present is towards Chemical and Electrical Engineering. This Faculty teaches both theory and practice in College, and during vacation uses the great outside world of mining or industry as the real laboratory. We have only begun to realize the value of the services which such a Faculty can render in developing the natural resources of our country. (ii) The Faculty of Medicine is well-staffed on the side of the scientific preliminary studies. The Eaton gift and the Rockefeller gift make possible developments in the Clinical departments. The health of the Province is of such vital moment that wise expenditure on the thorough training of members of the medical profession is amply justified. (iii) The Faculty of Forestry plays a great part in the material progress of the Province. The forests have yielded larger revenues than the mines to the Provincial Treasury. Scientific care of our forest resources will assure a permanent productivity. The University Faculty deals with a wider and different field than is covered in the Ontario Agricultural College at Guelph. Both the basic sciences and the practical experience of the forests are required to produce the type of forester whose life-work it will be to conserve and develop the forest resources of Canada. (iv) The new Department of Commerce will cover a range of subjects not heretofore generally included in a University curriculum, and will train students to deal with the problems of actual business and finance. (v) While we have due regard to these demands of applied science and professional training, we do not forget the indispensable basis of liberal arts and pure science. The “humanities,” the “liberal studies,” represented by the College subjects and the non-laboratory University subjects, must not be overwhelmed or thrust aside. They should be maintained in their central and fundamental position. The “human” is the basis of the “professional.”

(e) *New buildings* are required. Without these, important departments of the University will be seriously crippled. We have indicated elsewhere which of these are, in our judgment, of most immediate urgency. For University College and the non-laboratory University subjects, building additions should be made as soon as possible. The conditions of overcrowding, inconvenience, bad light and poor ventilation found in many of the improvised lecture rooms call for prompt



and drastic remedy. Administration, Forestry and Anatomy require new housing and proper facilities. To maintain the health of the women students, a matter of supreme importance, a suitable gymnasium should be provided. The income from the Rockefeller gift is conditioned on the erection of the new Anatomy building. Other buildings will doubtless be added in due course. When the complete building programme of the University (found in detail in the Appendix to this Report) is carried out, adequate accommodation for many years will be secured.

(f) *Laboratories and Equipment* are a necessary part of the general expansion. We have found, on examination, that the existing facilities are being used most economically and up to their limit. The necessary additions should be provided both for undergraduate and graduate work.

(g) The *Library* is the laboratory of the non-scientific departments. It calls for larger annual expenditures. As post-graduate work is developed the Library will require additional space and equipment.

5. One of the most cogent reasons for adequate support of the Provincial University is the necessity of developing in it a worthy post-graduate department. This will be the distinctive line of advance in the future. The Executive Committee of the Ontario Division of the Canadian Manufacturers' Association has pertinently expressed itself on this phase of the question.

"The Association recommend that it is desirable that the Universities be maintained at a high standard of efficiency for undergraduate work; that the Provincial University should be maintained at a standard equal to the best University standards on this continent, with regard to undergraduate, post-graduate and research work; and that with respect to the higher branches of University work the resources available should be concentrated in one University."

6. The Provincial University has grown to be one of the great factors in the intellectual and material life of the people. We recommend later on a yearly statutory appropriation, which, we believe, will meet its present requirements and provide for inevitable expansion.

#### THE CASE FOR QUEEN'S AND WESTERN UNIVERSITIES.

In past years conflicting claims between various institutions of higher learning kept public opinion unsettled, and have to some degree hindered the formation of a substantial body of support behind the University work of the Province. The federation of Victoria and Trinity Universities with the Provincial University did much to secure public support for higher education. The making of regular grants to Queen's and Western on the basis of co-ordination of effort and avoidance of unnecessary duplication, will rally the whole Province to the aid of University training. We wish to record that the representatives of the State University have expressed cordial goodwill towards the other Universities, and that the representatives of Queen's and Western have displayed a like spirit towards the University of Toronto. Indeed, all have agreed on the necessity of building up a strong centre of well-organized post-graduate work in the State institution. The paramount question in all our conferences has been, "What is the most effective use that can be made of public money spent for higher education?"

In the future further facilities for Higher Education in the Arts Department may have to be provided in other parts of the Province. When that day comes, we believe that new Universities should not be established, but that colleges, located in convenient centres, should be linked up with existing Universities.

We recommend that definite sums for five years, to be readjusted at the end of that period, be granted to Queen's and Western for annual maintenance, and that block grants be made on Capital Account for buildings needed in the immediate future. The details of these grants are given in later sections of our Report. The grounds for our recommendations we here set out in general terms:

1. Assistance has already been given by the Province to both Universities in respect of buildings and of maintenance. War exigencies led to largely increased grants. It is most desirable, from the standpoint of the Province and of the Universities, that a definite policy be laid down. The Province would know its liability and the Universities the extent of their income.

2. The demands upon the Universities, due to increasing numbers of undergraduates and evidencing a growing desire for higher education, have come at a time of abnormal cost of living and of shrinkage in private sources of benefaction, due to heavy taxes on income and profits and to succession duties. The work of the Universities is essential to the well-being of the State. If private resources no longer suffice to support it, the State must be the benefactor.

3. All the existing University facilities in the Province are being utilized to the fullest extent to meet present requirements. None of them are idle or only partially used. If the facilities provided at Queen's and Western were not available, the State University could not meet all the demands. These, we believe, can be most economically and effectively met by using and extending the facilities of existing Universities.

4. The happy mean between centralization and decentralization can best be attained by the course we suggest. In post-graduate work, especially on its scientific side, there must be practical centralization of effort. In undergraduate work decentralization may prove a benefit. This benefit will be most marked in the Arts Faculty, which is the most cultural faculty, and indispensable to the proper mission of a University. Beyond a certain point, educational interests may be weakened by concentration. In a University the education of the student is carried on, not merely by the lecture-room and the laboratory, but also by personal intercourse with the professor and by the formation of personal friendships. In fact, a love of learning and good friendships are the best legacies a man carries away from a University. The smaller Universities have a valuable contribution to make in developing this individual factor in education. The College atmosphere or spirit is a most valuable part of the student's moral and intellectual environment, and this operates most powerfully where numbers are comparatively small. A University develops its own type and its own traditions. Queen's has a marked individuality. Western is already revealing its own peculiar genius. This diversity of University type enriches the national life.

5. We have carefully considered the possibility of wasteful duplication of teaching and equipment. This, of course, should be avoided. We have elsewhere suggested certain checks on the development of new faculties, which would tend to prevent such duplications. There would be wasteful duplication if plants stood idle or were but occasionally used: if expensive apparatus were provided in two or more centres, when all the available students could be accommodated in one place; but, as far as we have been able to determine, this kind of duplication does not, to any great extent, exist. The buildings and equipment are used to the utmost limit. The teachers are serving the needs of two or three faculties. The costs of operation are low enough to make it as economical to carry on work in these Universities as to provide additional accommodation in one central University.

6. The existence and situation of these two Universities in different parts of the Province bring the opportunities of Higher Education within the reach of thousands who would not otherwise obtain it. The great area and the diversified features of this Province suggest certain natural geographical divisions. The problems of Western Ontario—agricultural and industrial, thickly populated and centring around London—are different from those of Eastern Ontario, with its dairying and its great possibilities of power development from the St. Lawrence. Central Ontario has its own characteristics, and Northern Ontario, with its forests and mines, presents its own difficulties and opportunities. With a view to meeting the needs of these diverse districts and furnishing educational opportunity to as many as possible, the existing University centres seem to be strategically located. To a very large extent a University constituency is regional. Whether the University is rich or poor, of national reputation and influence, or almost purely local in range, the factor of local convenience is of determining importance. A study of the local sources of student attendance at our Canadian Universities and the inquiries of the General Education Board into College and University attendance in the United States, prove that the majority of the students of even the largest and most cosmopolitan Universities are drawn from within a comparatively short radius. The greater number of Harvard students come from the neighbouring country. The City of Toronto supplied 1,828 out of the 4,777 students enrolled in the University of Toronto for 1919-20, and the contiguous counties of York, Ontario and Simcoe supplied 483 more. In Western University 235 out of the 534 students registered come from the City of London. Twenty-two per cent. of the students in attendance this session at Queen's come from the City of Kingston and the County of Frontenac, and fifty-eight per cent. from Eastern Ontario. It is a fair inference from these facts that "the college must be taken to the people. if the people are going to derive the greatest benefit from the establishment of institutions of higher learning." The Legislature is warranted in aiding these Universities which serve great districts of the Province.

7. Both these Universities have done much to help themselves. Western is a young institution, but has already built its own commodious and well-equipped medical building. It receives a large yearly appropriation from the City of London. Queen's has a long and honourable history. It has raised a considerable endowment, and most of its buildings have been the gift of private liberality. Both Universities are in active operation, and can be made much more serviceable by additional financial assistance. In both Universities there is a spirit of loyalty and enthusiasm on the part of professors and students. The necessity for self-help has evoked an academic allegiance which only sacrifice for a good cause can create.

8. These Universities have the needs that are common to most institutions of higher learning to-day. They require increased salaries for the staff, increased equipment and additional buildings.

(a) Queen's is fairly well equipped with buildings. We recommend grants for the University's share of a new heating plant (which will also serve the enlarged Hospital); for a new and sorely-needed Library building, and for various additions, repairs and equipment. The whole institution is carefully and economically managed.

(b) Western has to face the heavy task of providing new buildings for its Arts Department. These are essential to its growth and efficiency. We recommend a capital grant towards the Arts Buildings. In no other way can we see a possibility of the speedy erection of buildings absolutely necessary for the work of the

University. Local financial help will still be required, and is being given on a large scale, to provide for the approaches to the new site, to put the grounds in order, and to erect dormitories and a gymnasium.

9. Queen's has made a noteworthy contribution to the life of the Province. It has provided higher education for many men of moderate means and keen intellectual ambition. It has created a student tradition of hard work, thrift and maturity. It has had an extraordinarily large share in educating the teachers of the Province. It has been marked by enthusiasm and initiative. It has always counted among its professors some of the most famous and inspiring of University teachers. Its services in the past and its good work in the present are worthy of financial aid from the Province.

10. Western is situated in the heart of one of the wealthiest and most populous agricultural and industrial parts of Ontario. Western Ontario has an estimated population of 780,000, about one-third of the population of the Province. Its municipal assessment is one-third of the whole Provincial assessment. It contains one-third of the Secondary Schools and more than one-third of the Secondary School population of the Province. It has aroused strong local enthusiasm for its support. It can supply the facilities of higher education to hundreds of students who are seeking it at a moderate cost and in the vicinity of their homes. Even under the present hampering conditions, the student body in Arts has increased at the rate of 66 $\frac{2}{3}$ % per annum for the last three years. Its Faculty of Public Health has been a pioneer, and is now carrying on valuable pathological researches. It can stimulate all the educational activities of Western Ontario by Summer Schools, by extension work, by library facilities, as well as by the direct influence it wields through its graduates and undergraduates. Its initial achievements and its wonderful opportunities justify a substantial measure of public assistance.

#### GOVERNMENT SUPERVISION OF UNIVERSITIES.

1. As Higher Education has in cost outgrown the power of private individuals to give it adequate support, it must appeal to the State. The State, which gives the financial support, has the right (a) to determine how this education may be most effectively and economically carried on, and (b) to exercise supervision over projected developments involving financial outlay.

2. The supervision of the expenditures of the Provincial University has been secured through a Board of Governors appointed by the Government, and through the submission of the detailed expenditures to the Legislature in the Annual Report of the President.

3. To the proposal that the Board of Governors of the University of Toronto be abolished and direct political control over the University re-established, your Commissioners have given most careful consideration; but we cannot approve it. We feel bound to agree with the views of the University Commission of 1906, which on this subject reported as follows:

"To administer the affairs of a great University with vigour and distinction, is well-nigh impossible unless the central authority is strong and devotes itself without ulterior interests and motives to the single purpose entrusted to it. The history of the Provincial University has demonstrated the disadvantage of direct political control. Despite the zealous efforts of statesmen and educationists, the University became on many occasions in times past the sport of acrimonious party disputes. Its interests were inextricably confused in the popular mind with party

politics, although with these it had, in reality, little concern. The various Ministries which at different times since 1839 have tried to reconstruct the system of administration, instead of handing over to the authorities of the University the carrying on of its affairs, reserving to the State the power of controlling and resuming the trust if conditions rendered that proceeding advisable, burdened themselves with a responsibility which, in many respects, they were unfitted to discharge . . . A proposal to delegate the powers of the Crown to a Board of Governors is dictated by the desire to impart strength, continuity and freedom of action to the supreme governing body. It is in accord with the practice of other communities possessing State Universities."

We believe, however, that this Board should be truly representative of the whole Province, and we would urge that in future appointments to it the Government should have regard to this consideration.

4. The Lieutenant-Governor in Council may, according to the Statute of Incorporation, appoint four members of the governing body of the Western University. This right has been exercised, and four members of the Board of Governors have been appointed by the Provincial Government. The Lieutenant-Governor in Council has the right to appoint four members of the Board of Trustees of Queen's University, as representing the former School of Mining, but this right has not been exercised. We do not believe that Government supervision of the expenditures made by Queen's and Western Universities can best be secured through the appointment by the Government of members of the governing bodies of these institutions. The members so appointed will, in the nature of the case, be chosen from the locality of the University, and will primarily represent the University, not the Government. Other methods can be adopted which will combine the benefits of State supervision with the freedom and enthusiasm of local management.

5. We believe that there should be a general control of the expansion of the Universities by the Government. Absolute freedom of development by each University might conflict with a well-balanced system for the whole Province.

(a) No new Faculty in any of the Universities receiving State aid should be established without the consent of the Lieutenant-Governor in Council.

(b) No new buildings, paid for by Provincial funds, should be erected without the consent of the Lieutenant-Governor in Council, and without submission of the plans to the Department of Education for its approval.

6. The audited accounts of Queen's and Western Universities should be submitted to the Provincial Department of Education.

7. It is most desirable that the fullest publicity be given to the work of the Universities in the Legislative Assembly and throughout the Province. The representatives of the people who vote the necessary financial support should be brought into close touch with the Universities in general and with the Provincial University in particular. The Provincial University is not an institution remote and aloof, but one of the greatest possessions of the Province. The more its work is known and the closer its connection with the people, the greater will be the Provincial pride in its success and the more ready and generous will be its support. We believe that this publicity and sense of public ownership can best be secured by providing a University Day in the Legislature, when, on the request of the Minister of Education, the President of the Provincial University (or some representative appointed by the Board of Governors) should attend to make report on the past year's work, to give such explanations as may be asked, and to set forth the future

policy of the University. In like manner the Minister of Education should request the Heads of Queen's and Western Universities, or their duly appointed representatives, to appear before the House and report upon the work of their institutions. By this official statement of University needs and accomplishments public opinion would be informed and consolidated in support of the whole higher educational effort of the Province.

#### MAINTENANCE OF UNIVERSITY STANDARDS.

When Provincial aid is given to Universities, the Government has the right to require that there be co-ordination of work, and that unprofitable duplication be avoided. There should be the same standard of entrance and graduation, however much each University may express its own genius in the development of courses. The Department of Education, by its academic requirements for Specialist teachers, requires a common standard of excellence.

#### RESEARCH AND GRADUATE WORK.

Consideration must be given to the provision of proper facilities for research and to the establishment of a Provincial institution for post-graduate study. This will mark a further development in Higher Education in Ontario.

1. The Great War opened the eyes of the world to the possibilities involved in scientific research. By applying the results of science to industry, agriculture and commerce, Germany grew rich and strong before the war, and the application of these results to methods of warfare had an immediate and powerful influence on its course and its issue. In the present period of reconstruction there is a demand for research in every department of science. It is felt that only by the application of scientific principles to industry and the material resources of the world, can the physical wounds of war be healed and its financial burdens borne. The Governments of various countries have felt themselves called upon to spend large sums on the organization and development of Research. It is generally recognized that industrial development rests upon investigations in pure science. If scientific principles are to be successfully applied to the solution of industrial problems, there must be a group of men thoroughly trained in these principles; and if progress is to be looked for, a group of men mainly devoted to original investigation in all branches of science. The Universities are the institutions from which a supply of such men may be expected to come.

2. The modern University has a two-fold task. (*a*) It must give to its students a competent knowledge of what is already known, and (*b*) it must seek to add something to the existing stores of knowledge, and to train men for this work of productive scholarship and original scientific investigation. The Universities are the best places in which fundamental researches may be carried on. Although the former task will remain a chief duty of the University teacher, and must not for a moment be overlooked or disparaged, he cannot, if he is to remain a living and progressive scholar, ignore the latter. Indeed, the best teacher of undergraduate work will, as a rule, be a man who has some instinct for investigation and is systematically pursuing it. Some members of the staff will find their interest and reveal their chief capacity in the work of teaching; there are others whose primary interest is research; and still others whose interest is evenly divided. It would be difficult to secure or retain on a University staff men of the highest order of ability if they were not free to repay their debt to the learning of the past by making their own

contributions to the knowledge and needs of their time. Instructional work should be so arranged that the men who have the capacity for productive work and for the direction of research, should be freer to devote themselves to it.

3. A considerable measure of research work can be carried on effectively and inexpensively among the graduates of all Universities, as far, at least, as the work for M.A. or M.Sc. While scientific research may call for elaborate apparatus and heavy expenditure, there are other forms of research which can be carried on without large capital outlay and with little equipment beyond that required for ordinary instruction. These will be determined by the strength and outstanding ability of the men in special departments and by the limitations in finance. Research is fundamentally a matter of *brains* rather than *plant*, of *men* rather than *equipment*. The greatest desideratum is outstanding *men*. Research work raises the authority of the instructor in the eyes of his students, increases his own enthusiasm and stimulates him to seek out promising students who may enter the wide field of original investigation.

4. The organization of post-graduate work on a large and systematic scale requires concentration of University resources. Graduate work and research are closely allied, although not identical. An indispensable part of a graduate student's training consists in learning how to carry on investigation. One of the most important functions of a University is to select men who show an aptitude for research and to give them the training which will fit them for successful careers in scientific achievement and for doing the highly creative work of the community. In other words, the fully-equipped University should have a worthy department of Graduate studies. Hitherto we have not had adequate facilities for post-graduate work in any of our Canadian Universities. Those who have wished to pursue this work have been obliged to leave Canada and attend Universities in other lands.

We feel that no Ontario student should be under this necessity, but that in Ontario he should be able to receive as good guidance in graduate work and research, and as advanced instruction, as can be had on this continent. To meet this urgent and growing need we believe that in the Provincial University of this Province there should be organized and developed a School of Graduate Studies. The beginnings have already been made. This post-graduate work will demand further library and laboratory equipment; but, above all, it will demand outstanding men on the professorial staff; men of inspiration, men with the instinct for original investigation, men with time free from elementary teaching. We believe that the financial provision we are recommending for the Provincial University will make possible a reasonable development in research and graduate work. We believe that if the opportunities for this advanced study are provided in our own Provincial University, many of our students from Universities in Ontario and in other Canadian Provinces will be attracted hither and retained for life service in Canada. In the past some of our ablest men have remained in the lands where they obtained their post-graduate education. Canada needs her best sons to redeem the opportunities of her golden future. The costs of a graduate department are proportionately greater than those of undergraduate departments. With our limited financial resources it would be the part of wisdom to concentrate on building up one great post-graduate University—our Provincial University—which will be worthy of Canada, and which, through the adoption by the various Ontario Universities of common standards of entrance and graduation, will make possible the co-ordination of the whole provincial effort in higher education.

5. In developing a department of research and of graduate studies we repeat

that the vital requirement is men with aptitude for original investigation. Such a department could be created by utilizing existing members of the staff possessed of the necessary qualities, by freeing them from elementary teaching and by selecting new members of the staff with a special view to their research capacity. It is quite possible to have a University over-equipped with facilities and under-equipped with men. Our inquiries lead us to the conclusion that every research man should do some teaching. It is desirable that teaching be not divorced from research, nor research from teaching. Professors might serve in both undergraduate and graduate departments. There is no better human material than the Canadian youth. Out of their undeveloped intellectual resources may be produced creative leadership in every department of knowledge.

6. If research and graduate work are to be properly developed, scholarships and fellowships must be established. These would enable selected students to continue their studies at a time when such continuance is likely to yield the best and speediest results, and would attract to the Provincial University of Ontario men from all parts of the Dominion. In the establishment of such scholarships private beneficence would find a fruitful field for investment and public money could be profitably employed.

7. There are many industrial, historical, scientific and economic problems that are distinctively Canadian. These should be a main subject of investigation in a great Canadian University. The problems for research, whether in science, literature or history, should be worthy of the time and mental travail spent upon them.

#### SALARIES OF UNIVERSITY TEACHERS.

1. Education is one of the most important processes carried on by the organized State. The value which the citizens of a democracy place upon education is a good index of its vitality and probable permanence among them. This value may be measured by two standards: (a) the status in the community accorded to the teaching profession, and (b) its material rewards. How does teaching rank in public esteem with Law, Medicine and Engineering? Are teachers of any degree called upon to play a part in functions outside their daily professional routine? Are the salaries of teachers sufficient to lift them above the level of financial anxiety, as they discharge one of the most difficult, delicate and divine tasks in the community? It is not possible to give definite and accurate answers to these questions. Merely to put them will give grave cause for reflection and action. If the teaching profession is to be kept vital there must be life and growth in the teacher. The teacher cannot remain in a rut. The teacher, to do his best work, must, as it has been well said, "irrigate the minds of pupils from a running stream, not from a standing pool." Study, mental recreation and travel are almost as essential to "the gentle art of keeping alive" mentally as food is essential to the body. The teacher's salary should be sufficient to provide for both bodily and mental needs. No teacher can give effective service if he is depressed by financial anxieties and a sense of injustice. What has been said is a plea for adequate salaries for good teachers in the realm of Higher, Secondary and Elementary education.

2. We would apply these general principles to the case of University teachers. Perhaps the most critical question now before the University and College public in America is that of salaries. The American Bureau of Education has issued a bulletin concerning the present status of salaries in 401 Universities and Colleges in



the United States. This bulletin declares that the general level of the salaries of College officers and teachers is far below what it was ten years ago. Financial efforts are now being made over the whole continent to raise the salary level. We believe that the recently adopted scale of salaries in the Provincial University should be maintained. It is now fairly up to the level of salaries in American Universities of similar rank. The salaries in Queen's and Western have also been placed upon a reasonably satisfactory level. In recent years on this continent many teachers in Universities and Colleges have gone into various departments of business at salaries far in advance of their former stipends, chiefly because they could not live in decency and comfort on the meagre amounts paid them by educational institutions.

3. The remedy for the situation is largely a financial one. Universities, however, must not expect successfully to compete, in point of salary, with industrial corporations. University teachers have compensations which do not fall to the lot of people in business life. The salaries of University teachers should be on an adequate scale.

(a) The scale of salary represents recognition of the real value of higher education.

(b) From the standpoint of the professor, an adequate salary gives him freedom for that continued study which is essential to effective work.

(c) From the standpoint of the University, adequate salaries mean (i) *a contented staff*, and, therefore, a more efficient and enthusiastic staff; (ii) *a staff kept at a high standard*. If salaries are low, the abler men will in time be called to other institutions and it will be impossible to induce the best type of scholar to go into academic work. In seeking to secure or retain good men, the Universities must in some degree be affected by the competition of industrial and commercial corporations; (iii) *a vigorous, influential and productive University*. Great teachers make a great university. If, through low salaries, the staff deteriorates, the welfare and progress of the University are unfavourably affected. The number of teachers who inspire students and really give tone to a University is never large.

(d) From the standpoint of the State, it is ultimately suicidal to lose the teachers of science from the place where scientists are trained. The professor is training younger men in scientific principles and applications and is himself increasing by investigation and experiment the bounds of knowledge. He is providing a supply of scientific men to take the place of himself and his contemporaries when he and they pass away. By the drain from collegiate institutions, the industries themselves would presently suffer. Who would train the future students of Pure and Applied Science? A serious diversion of teachers from the Universities would be a real calamity to the country. The country cannot well get on without science and a continuous supply of new knowledge and new scientific men.

4. While automatic salary increases may profitably be made in the lower grades of the teaching staff, we do not think it advisable to make such increases in the salaries of professors of highest rank. There should not be absolute standardization of the salaries of full professors. Increases should not be made merely according to length of service. There might be an ample minimum, but the maximum should be reserved for those who have either done real work in extending the realm of knowledge or are possessed of singular power of teaching. The law of salary by seniority has weakened many a University. The Universities should be free to offer a few salaries above the average to secure men of special distinction. These would be the prizes of the profession, which could be won by the very best men for the very highest work.

5. Universities are not subject to any system of government inspection, such as obtains in relation to elementary and secondary schools. The Universities—as the adult educational centres of the Province—maintain their own standards and supervise their own teaching. We believe that this work of internal supervision is of vital importance to the health and effectiveness of the institution. Academic freedom of utterance is a rightly prized possession; but academic indolence or infirmity cannot be too quickly checked. Some regular method should be adopted and kept in operation whereby the actual work of instructors may be known and its value sympathetically estimated. It is essential to find out who are the keen and promising men on the staff. The Heads of Departments, in conjunction with the Deans of Faculties, might systematically bring such information to the attention of the Academic Head of the University.

6. The administrative staff of a great modern University, the Librarian and his assistants, and the skilled technicians in various departments, are essential to smooth working, effective teaching and the supply of facilities to the students. Their salaries should be commensurate with the services they render.

#### TRANSFERENCE OF FIRST YEAR UNIVERSITY WORK TO THE SECONDARY SCHOOLS.

In many parts of this continent the State Universities have grown in numbers so rapidly that they are approaching the breaking point. The Provincial University of Ontario has shared in this astonishing growth. The aftermath of the war accentuated a situation which was already developing. The influx of delayed students since the war to some extent hastened the congestion, but it was inevitable in any event. Two sets of forces have contributed to this growth. The *external* forces are (a) the increase of population and wealth, (b) the appreciation of the value of special training, and (c) the growth and increasing efficiency of secondary schools. The *internal* forces are probably (a) the multiplication of courses and (b) the establishment of new departments. The most important of all these forces is the increase in the number of pupils in High Schools, and this increase seems likely to continue at a rate more rapid than the growth in the general population. In 1918 the number of candidates for matriculation in Ontario was 2,516; in 1919 the number had grown to 4,146 and in 1920, to 5,291. The compulsory attendance of adolescents will accelerate this increase in secondary school population.

How are the Universities to deal with these expanding numbers?

If the rate of increase in attendance at the Universities should grow so as to make the financial recommendations of this report inadequate, then either increased appropriations will be required or the functions of the different units in the educational system of the State must be re-defined. We recommend that before definite steps are taken further to increase staffs and erect new buildings to cope with this prospective situation, another solution be considered—viz: the transference of the work, in both Honour and Pass courses, now done in the First Year at the Universities, to such Secondary Schools as are, or shall be, able to do it.

1. Is it possible to do this in Ontario?

(a) The First Year Pass courses are similar in content in most departments to the Honour courses for Junior Matriculation. Full Honour courses in all departments are *now* provided in about fifty Secondary Schools. Without any change in organization, most of these schools could undertake to give instruction in all the pass subjects of the First Year of the University.

(b) The courses of study of the "Upper School" could be extended to include

Honour courses in *all* departments of the First Year in about twenty-five Collegiate Institutes of the Province.

(c) In all probability greater freedom will be given by the Department of Education to local communities in organizing High School courses to meet their particular needs. The local school authorities will be able to co-operate closely with the Universities and to establish such courses as may be desirable. The new elasticity of the Secondary School courses will probably make it possible to shorten the time of preparation now required for admission to the University.

(d) Local Boards of Education who established such advanced courses would probably require additional government grants for their maintenance.

(e) The prospective increase in the number of pupils attending Secondary Schools, wherever the Adolescent School Attendance Act is proclaimed, might delay, but would not necessarily prevent the establishment of these Honour courses.

2. What would be the probable result of making this transference in Ontario?

(a) *In relation to the Universities:*

(i) The usual University Arts course could be shortened to three years. Any student who wished to spend four years could devote his fourth year to graduate work, for example, for the degree of M.A. The medical course might be reduced to five years. Reductions could probably be made in other Faculties.

(ii) The Universities would be relieved of a great volume of work that could be equally well done in the Secondary Schools, and they could devote themselves to their proper sphere of more advanced studies. The Universities were established primarily to provide men and women with a liberal education and to train others for distinctive work in various professions. To realize these purposes, there has been at times a tendency to lower entrance requirements and take in poorly prepared students; virtually to enter the field of Secondary education, when High Schools were few in number or imperfectly equipped. Now that so many Secondary Schools are well staffed and equipped with laboratories, it would seem possible for the Universities to divest themselves of work which could be efficiently done elsewhere. This can be done by prolonging the Secondary School course so as to provide for full First Year work. The result would, in the long run, be the elimination from the overburdened University of most of its High School work. The University will have a better chance to be a University.

(iii) The University staff, would have more time for advanced work, for original investigation, and for closer personal contact with the individual student.

(iv) The undergraduates, male and female alike, would enter the University at a more mature age. The loss of University "atmosphere" for an initial year would be compensated by the additional receptivity and power which maturity brings.

(v) The character of the instruction provided in the Collegiate Institutes for First Year students would probably be as good as that now given to large classes in the Universities. The pupils would receive more individual attention when taught in smaller groups.

(b) *In relation to the Secondary Schools:*

(i) Secondary Education would be stimulated and elevated in the communities where these advanced courses are provided. The local Col-

legiate Institute would have more direct connection with the University; each would, in fact, be a local college for its community. The term "Collegiate" would regain its proper meaning.

- (ii) With greater scope for the individuality of the teacher under a more elastic Secondary School curriculum, and with the opportunity of teaching more advanced classes, the teaching staff in the Secondary Schools would rise to the educational demands of the new situation.
- (iii) The possibilities of beginning a University course would be opened up to a larger number of students in the centres where these courses are established. Students from adjoining localities would not be required to go so far from home to enter upon a University course.
- (iv) On the other hand, direct connection between the University and the smaller High Schools and Continuation Schools of the Province would be broken. The student from the smaller High Schools would have to attend a larger school for a year before entering the University. It is argued that this additional transplanting would deter such students from going on to the University.

Your commissioners suggest that this subject receive the fullest consideration of the Department of Education and the various Universities of the Province.

#### UNIVERSITY EXTENSION.

The functions of a modern University have been extended beyond the teaching of undergraduates and the training of their powers. There has been an intensification of courses at the higher stage, in the form of post graduate work and research. There has been an extension of university teaching to bring the advantages of the University to those who cannot attend its regular sessions. The University is no longer self-centred nor does it cherish an ideal of selfish culture. It seeks to serve the people and bring its resources as close to them as possible.

This University extension movement is a valuable part of the effort to expand and extend the education of adults. There is no reason why systematic education should cease with adolescence. The need for adult education under present conditions is greater than ever. Important economic questions, both in politics, industry and commerce, are constantly presented to adult citizens, and can be properly answered only by clear thought and accurate knowledge. Women, newly dowered with the franchise, are keen to be instructed in the great principles of government and in political and economic issues. The foreign-born population must be Canadianized. Many workers, who now have more leisure, desire to use it not only for amusement but for instruction, and would fill it with such materials of thought that they may become more useful citizens in the State. The number of young people who are taking courses in night schools and in Correspondence Institutes indicates another field for educational extension among adults. The more the Universities go out to meet the people, the greater will be the appreciation of a University's work and the more heartily will they be financially supported.

This extension work is carried on by the following means: (a) Correspondence Courses and Summer Schools, primarily for teachers in the public schools; (b) Popular lectures in local centres; (c) Tutorial classes, or systematic instruction outside the University, in definite courses; (d) Short courses for Farmers' Clubs (as inaugurated in the University of Toronto); (e) The Workmen's Educational Association.

This last, popularly known in England by its initials, the W.E.A., is one of the most interesting and significant of present day movements. It was launched in England in 1907. In 1919 there were 239 branches and over 25,000 students. The middle-aged working man makes an ideal student. After the period of youthful restlessness the return to the study of finer and higher things of life is a splendid performance. Two features marked the movement in England, (1) The teaching was given by highly-trained University men of the best type. (2) The subjects of study were not technical, nor even predominantly economic, but literary and cultural. Classes which began with political and economic subjects, frequently added historical, literary, and philosophic.

Similar development has characterized the movement here. In 1918, the W.E.A. was organized by men and women who wished to increase their general knowledge. In the first winter, 100 attended; in the second winter, the same number; and in the third winter, 160. A group of 30 meets in Hamilton.

The members meet in the evening to study economics, political philosophy, civic administration, public finance, psychology and logic, English literature, and the history of the British Empire. The fee is purposely kept to the minimum amount.

For all these departments of extension carried on by the Universities, sufficient financial support is needed. Members of the staff will probably be detailed to give their whole time to this branch of University work.

#### UNIVERSITY COLLEGE.

The University Act of 1853, following the early charters of the University of London, constituted the University of Toronto as purely an examining and degree-conferring body, and University College as a teaching body. The maintenance of University College, with adequate State endowment and on a strictly non-sectarian basis, became thus an integral part of the educational policy of the Province. The Federation Act of 1887 introduced a new order of things. The University of Toronto became a teaching body as well as an examining body; and undertook to provide instruction in certain specified subjects for the undergraduates of Federated institutions. The State's effort in higher education in Arts was divided into two parts—one part was carried on in University College; the other in the University of Toronto. The subjects taught in University College, viz.: Latin, Greek, Ancient History, French, German, English, Oriental Languages and Moral Philosophy, were to be taught also in the Federated Colleges. All the other subjects of the curriculum—Mathematics, Physics, Astronomy, Geology, Mineralogy, Chemistry, Biology, Physiology, History, Ethnology, Comparative Philology, Italian, Spanish, History of Philosophy, Psychology, Logic, Metaphysics, Education, Political Science, including Political Economy, Jurisprudence and Constitutional Law, and Constitutional History—were to be taught by the University of Toronto and to be open to the students alike of University College and of the Federated Colleges. By the University Act of 1906, the unity of the State educational effort was fully maintained. A common purse was provided for the University of Toronto and University College. They were recognized as representing the Provincial system of higher education in the liberal arts and in the sciences. The one Board of Governors controlled the affairs of both. In maintaining the College system in the University, the prosperity of University College was necessarily a fundamental principle. If University College were weakened, the whole federal system would be weakened. In 1906 the identity of University College, as the State Col-

lege in the complete system, was emphasized by the appointment of a separate Principal, Faculty and Registrar.

University College grew in numbers. It could not grow in range of instruction, because the subjects of instruction were limited by the Federation agreement. Naturally the greatest growth took place in the newly re-organized University, which gave instruction to students from all the colleges in a wide range of Arts subjects, and which presently included Faculties of Medicine, Applied Science and Forestry. The students of University College received their instruction mainly in the class-rooms of what had for years been called "University College," but which began to be known as "The Main Building" of the wider University of Toronto. The administrative officers of the University were housed here when the growing administrative work of the University called for more accommodation. This was secured at the expense of existing class-rooms. In the "Main Building" most of the non-laboratory subjects of the University Arts course are also accommodated.

The result of these developments has been that the identity of University College is in danger of being lost and its students are suffering from lack of proper teaching accommodation.

We believe that University College, the State Arts College in the Provincial University, should be maintained in dignity, efficiency and distinctness, and should have a definite local habitation. It is the oldest and most central part of the University. It houses "the humanities" and stands for the essentially liberal and cultural studies. We therefore recommend that:

(a) The present "Main Building" be called by its historic name, "University College" and be the home of that College.

(b) The University Administrative offices be removed to a new Administration Building. (i) The distinctively University Buildings—Convocation Hall, the Examination Halls and the Administrative offices—might thus stand together as one central group. (ii) The Administrative work of the University has been seriously hampered, if not impaired, by the lack of proper office facilities in the old building. (iii) Further accommodation would at once be provided for the students of University College—by far the largest body of Arts undergraduates.

(c) A new wing be erected, completing the quadrangle on the north side. This would provide greatly needed modern class-rooms, and private rooms for professors and instructors. This addition and the removal of the Administrative offices would make it possible to give adequate accommodation in this building, for years to come, to the non-laboratory University Arts subjects, such as Economics, History, Philosophy, Mathematics, Italian and Spanish. In due time residences for University College men and women could be erected in proximity to University College Building. Such residences would undoubtedly foster the spirit of College loyalty and tend to preserve College identity.

#### THE ONTARIO COLLEGE OF EDUCATION.

When the building now occupied by the Ontario College of Education was erected only part of the original plan was carried out. Some of the structures on the property purchased were utilized temporarily for school purposes. Although quite unsuited to the work of the school they have never been replaced. First the war and afterwards uncertainty regarding the status of the Faculty of Education postponed building operations. The relation of the College to the Department

of Education and to the University is now permanently settled and plans for adequate accommodation should be carried out. The following are urgently needed:

(1) Additional Class-rooms, (2) Household Science and Manual Training Rooms, (3) Art Rooms, (4) Assembly Hall, (5) A Gymnasium. The cost of the building will probably be about \$300,000.

After a careful examination of the premises, we recommend that this work be proceeded with as soon as possible.

The budget of the College of Education is to be voted annually by the Legislature as part of the estimates of the Department of Education.

The new arrangements for teacher training in the Province will make it possible to develop graduate work in the College of Education and to provide such advanced instruction as is now sought by Canadian students in Chicago and Columbia Universities. For the highly-trained, broad-minded, experienced educational leader in this Province, the field is wide.

#### ROYAL ONTARIO MUSEUM.

The construction of this Museum was recommended by the University Commission of 1906. The services it has already rendered to the University of Toronto and the Province generally, more than justify its erection. One-half of the cost of maintenance is provided by the Government and one-half by the Provincial University. Its contents are of priceless value; some collections are absolutely unique. The greater part have been acquired through the generosity of individual donors.

(a) To the people at large the Museum is of value on the æsthetic side. (b) To the industries, its collections of robes, tapestry, furniture, pottery, etc., are of great practical use. Napoleon III, by his establishment of local museums throughout France, gave an enormous impetus to the development of artistic craftsmanship and to the consequent enrichment of his country. Museums will serve a similar practical purpose in this Province. (c) To the University, the Museum is essential for teaching purposes in various departments. (d) It is proposed to put collections of material at the disposal of Collegiate Institutes and other places of learning throughout the Province.

At the present time, the Museum is so overcrowded that valuable articles cannot be publicly exhibited. Its teaching power is limited by want of space. We believe it to be desirable that the new wing in extension of the south side of the Museum should be proceeded with in the future. The erection of this wing would accommodate the University Departments of Mineralogy and Geology, in close proximity to their great collections now in the Museum, and would release space in the Chemistry and Mining Building for the growing department of Chemical Engineering.

#### CAPITAL GRANTS FOR BUILDINGS.

1. The building programme of the Provincial University was largely laid down before the war. It is not something new or hastily devised. What was needed before the war is urgent to-day.

2. We feel that the Government may properly and helpfully give aid to the building programmes, as well as to the maintenance of Queen's and Western Universities.

3. We recommend that grants be given on Capital Account for the erection of buildings that are immediately necessary and on which construction should be begun as soon as practicable. The amount recommended will probably cover the building programme of the next few years.

4. Wherever possible, new buildings should be so planned as to meet immediate needs and to be capable of extension when further demands on their space arise.

5. After giving due consideration to the order of urgency in the building programme of the Provincial University, we recommend that the amount of \$1,500,000 be granted forthwith for the erection of the following buildings:

Heating Plant .....	\$275,000
Anatomy Building .....	400,000
Administration Building .....	200,000
North Wing of University College .....	300,000
Forestry and Botany Building .....	200,000
Women's Gymnasium, etc. ....	125,000
	\$1,500,000

6. We recommend that the amount of \$340,000 be granted to Queen's University forthwith for buildings and equipment urgently needed:

Extension of Mechanical Engineering and University's share of heating plant ....	\$125,000
New Library Building .....	150,000
Repairs and extensions to existing buildings	50,000
Equipment for Applied Science .....	15,000
	\$340,000

7. We recommend that the sum of \$800,000 be granted to the Western University towards the erection of its new Arts and Science Buildings and Library. The Library can be in the meantime safely housed in part of the Arts Building. This grant will probably be all that the Province will be asked for on Building Account for many years.

8. The total amount required for immediate building necessities is \$2,640,000. This might be borrowed on Provincial Capital Account, and provided as required over a two or three-year period.

#### FINANCIAL SUPPORT OF THE PROVINCIAL UNIVERSITY.

This question is vital to the maintenance and development of the Provincial University. A well-equipped University, which also carries on post-graduate work and by the excellence of its staff attracts students from the whole Dominion, will, through increasing attendance, staff, equipment, and departments, require an increasing revenue. The total expenditure in 1906-07 was \$411,696. In 1919-20 this had risen to \$1,509,311; in 1920-21, to \$1,994,938. The total grants for maintenance from the Province to the University of Toronto have, in recent years, been as follows:



1910-11 .....	\$504,647.31
1911-12 .....	488,887.00
1912-13 .....	481,368.70
1913-14 .....	419,833.60
1914-15 .....	707,618.19
1915-16 .....	567,914.49
1916-17 .....	669,617.96
1917-18 .....	749,962.62
1918-19 .....	775,499.90
1919-20 .....	952,000.00

These figures show that the Province has not been ungenerous to the University.

We agree with the University Commissioners of 1906 in believing that the University income should be fixed upon a reasonably definite basis, and that this basis should provide an amount which will automatically increase with the growing population and wealth of the Province. A certain percentage of the Succession Duties would provide such a basis. On this basis the income was fixed in 1906. We believe it still to be advisable.

The University Act of 1906 provided that for the maintenance of the University and for University College there should be paid yearly to the Board of Governors a sum equal to fifty per cent. of the average yearly gross receipts of the Province from Succession Duties, the average to be determined by and based upon the gross receipts from such duties for the three years ended on the 31st day of December next preceding the day on which the first instalment of the year is to be paid. This provision was limited by an amendment in 1914 to a maximum of \$500,000 in any year. The rapid growth of the institution and its needs was scarcely realized at that time. Such growth in University education is now a marked phenomenon throughout the English-speaking world. Had this limitation not been made, the University would have received in the last six years the additional sum of \$1,310,839, and this would have met all its requirements both for maintenance and buildings.

The Provincial Revenue from Succession Duties during the past ten years has been as follows:

1910-11 .....	\$963,195.49.
1911-12 .....	773,712.39
1912-13 .....	1,062,694.87
1913-14 .....	1,196,818.36
1914-15 .....	1,615,777.84
1915-16 .....	2,333,700.03
1916-17 .....	3,110,495.24
1917-18 .....	3,108,826.88
1918-19 .....	3,366,823.94
1919-20 .....	4,014,000.00

We recommend that once more for the maintenance of the University and of University College there be paid yearly to the Board of Governors a sum equal to fifty per cent. of the average yearly gross receipts of the Province from Succession Duties, the average being calculated on the receipts of the three preceding years.

(a) This method is a return to a well-tried and satisfactory arrangement.

(b) It will provide a revenue large enough to meet present and prospective needs and to secure a balance from which ordinary building requirements in the future can be met.

In 1919 it would have given . . . . .	\$1,425,503.69
In 1920 it would have given . . . . .	1,597,691.01
In 1921 it would have given . . . . .	1,748,275.13

(c) The experience of the past fifteen years shows that this income would have kept pace with the needs of the University. If, however, in the future, the return from this source should exceed the needs of the University, this percentage should be readjusted to meet the changed situation.

(d) The assignment of this definite source of income to the Provincial University will prevent any criticism to the effect that in giving grants-in-aid to other Universities in the Province, the Legislature is diverting funds from the Provincial institution and is thereby crippling its efficiency or stifling its growth.

That the income proposed for the University is not excessive may be shown by a statement of the budgets of eight great Universities in the United States:

	1901	1910	1918	1920-21
Michigan	\$500,000	\$1,777,425	\$2,552,800*	\$3,819,000*
Wisconsin	400,000	1,755,000	2,598,287*	4,262,085*
Illinois	450,000	1,639,792	2,825,409*	3,532,785*
Minnesota	350,000	813,784	2,678,453*	5,059,591
California	500,000	1,625,000	3,486,625*	4,432,282*
Harvard	.....	.....	.....	4,157,315*
Yale	.....	.....	(1918-19)	2,667,518
Pennsylvania	.....	.....	.....	3,269,552*
Toronto	233,283	777,800	1,191,602*	1,993,000*
	(1902)			

The "Statistics of State Universities and State Colleges," issued by the American Board of Education for the year ended June 30th, 1918, gives the "total working income" of the State Universities as follows:

Michigan	\$2,647,833.00
Wisconsin	2,748,287.00
Illinois	2,075,409.00
Minnesota	2,803,703.00
California	3,732,986.00

The details of the expenditure by the Board of Governors are laid before the House. Elsewhere in this Report, recommendation is made that fullest publicity be given to the work and plans of the University by the appearance of the President or a representative of the Board before the House, to report upon and explain the past year's operations and to set forth projected developments in the future.

\*Exclusive of Buildings.

## AID TO QUEEN'S AND WESTERN UNIVERSITIES.

1. Since 1907 the Province has made annual maintenance grants to Queen's University, beginning with grants for the School of Mining and the Faculty of Education.

1907-08 .....	\$51,000
1908-09 .....	66,500
1909-10 .....	72,500
1910-11 .....	74,000
1911-12 .....	74,000
1912-13 .....	76,000
1913-14 .....	74,000
1914-15 .....	69,000
1915-16 .....	127,000
(Including for the first time grants to Arts and Medicine)	
1916-17 .....	122,000
1917-18 .....	137,000
1918-19 .....	137,000
1919-20 .....	177,000

The revenue for 1919-20 including the Government grant of \$177,000, yet fell short of meeting the expenditure by \$41,000.

We believe that a *definite* yearly grant, for a period of five years, should be made to this University. On this basis it will be possible for the University authorities to have an approximate knowledge of their financial resources and to arrange their expenditure accordingly. We recommend that there be paid, out of Consolidated Revenue, through the Educational Estimates, a grant for maintenance to Queen's University of \$275,000 for the first two years, and \$300,000 for the next three years.

2. To Western University at London, the Province has made annual maintenance grants as follows:

1910-11 .....	\$10,000
(for Public Health Department)	
1911-12 .....	15,000
1912-13 .....	15,000
1913-14 .....	15,000
1914-15 .....	20,000
1916-17 .....	60,000
(Including grants to Arts and Medicine)	
1917-18 .....	60,000
1918-19 .....	65,000
1919-20 .....	84,000

The new Medical Building will be occupied in the near future, and increased maintenance charges will follow the erection of the new Arts Buildings.

We recommend for maintenance a grant of \$200,000 a year for the first two years, and a grant of \$250,000 for the next three years.

3. In the case of the grants to Queen's and Western Universities, we recommend that at the end of five years these sums be readjusted for a further period of five years by a Court of Reference to be appointed by the Lieutenant-Governor in Council.

The Court, in making such readjustments, should take into account such considerations as the number of students, efficiency of past work, educational opportunities in the district, and the amount of local self-help. Both Queen's and Western have received a large amount of local support. This will doubtless be continued and extended. "To supplement and encourage local effort" is a sound principle of Government aid.

#### DIRECT EDUCATIONAL TAX.

1. Revenues for higher education are secured in various ways in different Provinces and States.

*Alberta.*—Legislative grants and 50% of receipts from Succession Duties.

*British Columbia.*—Annual Legislative grant.

*Manitoba.*—Annual Legislative grant.

*Saskatchewan.*—Tax of two cents per acre.

*New Brunswick.*—Annual Legislative grant.

In the United States, the usual method is to levy a mill tax on property for maintenance, and to vote buildings and needed additional maintenance by special appropriations. For example:

##### *University of Minnesota:*

(a) Mill tax,  $23/100$  of a mill, yielding \$408,000.

(b) Appropriation of the present biennium \$1,865,000.

(c) Special appropriations for agricultural extension \$122,000.

##### *University of Michigan:*

(a) Mill tax of  $3/8$  mill on each dollar of equalized value in the State, providing \$1,687,500 for current expenses.

(b) Specific appropriations for buildings.

##### *University of Illinois:*

(a) Mill tax of  $2/3$  mill on all property in the State, yielding in 1920, \$2,530,136.

(b) Land Grant Act and other Federal Acts yielding \$313,500.

(c) Special appropriations for buildings.

##### *University of Wisconsin:*

(a)  $3/8$  mill tax for maintenance.

(b) Special appropriations for additional current expenses, buildings and permanent equipment.

2. The sums asked for education are large. Can they be provided in view of existing taxation and pressing demands for other purposes? While taxation is heavier than it was in former days, it must be remembered that:

(a) Expenditure on education is productive and constructive: it is really a capital investment which yields large returns.

(b) Countries much more heavily taxed than our own, notably the United Kingdom, are devoting largely increased sums to education, as the best means of solving social problems and effecting permanent improvement.

(c) The increase in the total sums collected in taxes is largely due to the decreased value of the dollar, and does not represent a corresponding increase in the proportion of the people's property and income.

(d) The revenues collected by the Provinces are very much less than the revenues collected by the Federal and Urban Municipal Governments:

1919. Federal revenues per head .....	\$35.42
1918. Provincial revenues per head .....	8.04
1919. Urban Municipalities of 10,000 and over (2,980,000 population in all per head) ..	45.47

(e) Of these Provincial revenues, a very large proportion comes, not from Provincial taxes, but from (1) Federal subsidies, and (2) Crown Land resources—revenue sources which are not, in any appreciable degree, available in the States to the south of us.

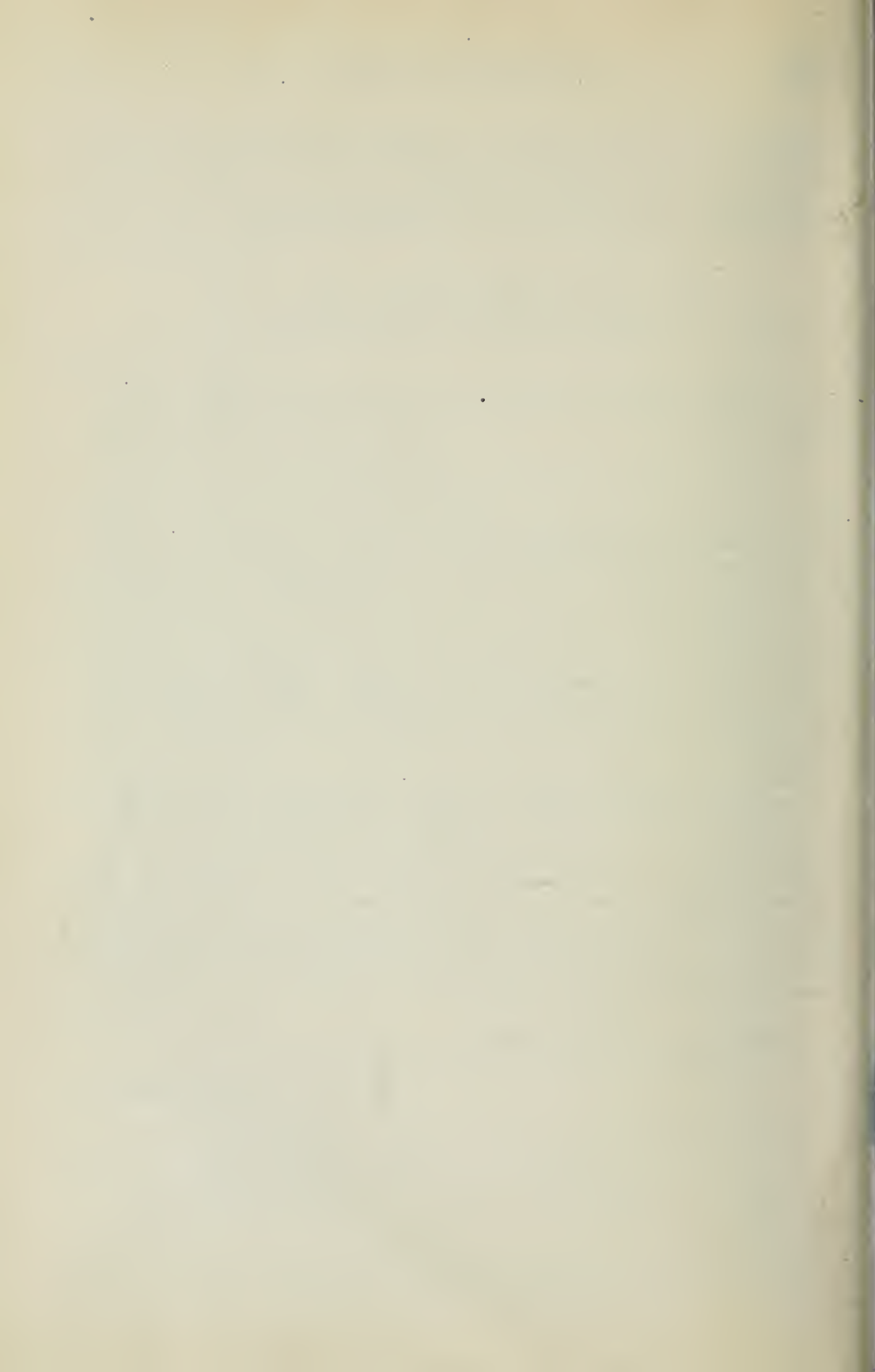
3. If the revenues of the Province are not sufficient to meet the expenditures of the Province, including the present and prospective needs of primary, secondary and higher education, we would recommend the levying of a direct tax of one mill on the dollar on the municipally-assessed value of the rateable property of the Province (excluding incomes, in order to secure greater equalization of assessment). It might be necessary to have a Provincial Board of Equalization. When Saskatchewan passed the Public Revenues and Wild Lands Tax Act, Provincial equalization became necessary. The 1914 Report of the Ontario Public Roads and Highways Commission gave some striking instances of variation in local assessment. The Ontario War Tax of one mill on the total assessment (including assessment for income) yielded over \$2,000,000 a year. A small tax on rateable property would have much in its favour, in its certainty, stability, growth in returns and ease of collection.

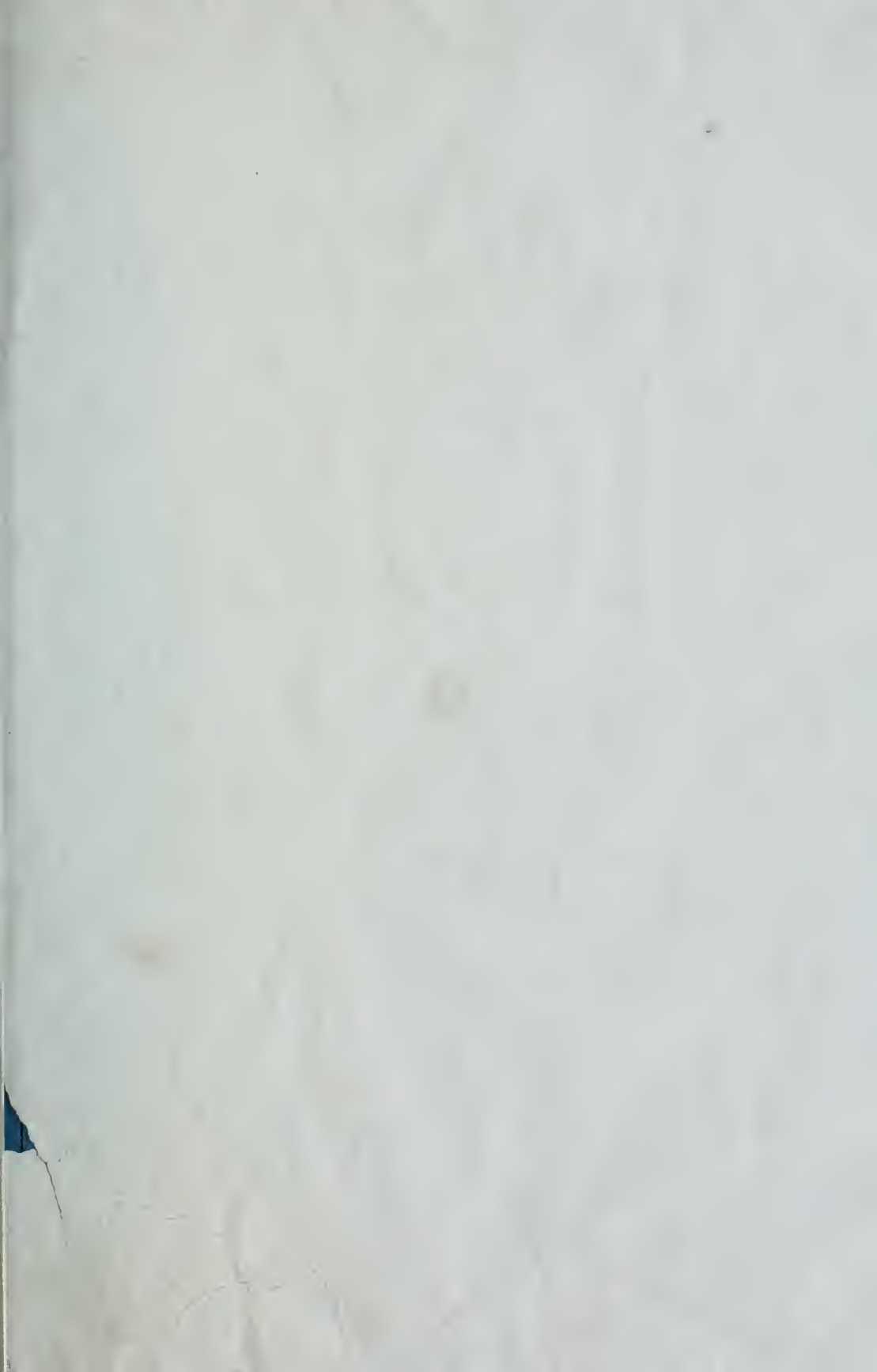
This tax of one mill on the dollar should be earmarked for education in general—elementary, secondary and higher. A definite and increasing sum would be provided, not subject to reduction by other demands. This sum, so raised by direct tax, might well be devoted to (1) the extension of rural school education; (2) the aiding of urban centres in providing part-time instruction, under the provisions of the Adolescent School Attendance Act; and (3) the extension of facilities for higher education through Collegiate Institutes and Universities. The normal taxpayer's dislike of taxes would apply with less force to a Provincial tax for education than to a tax for any other object. The desirability of adequate and wise support of education is almost universally admitted.

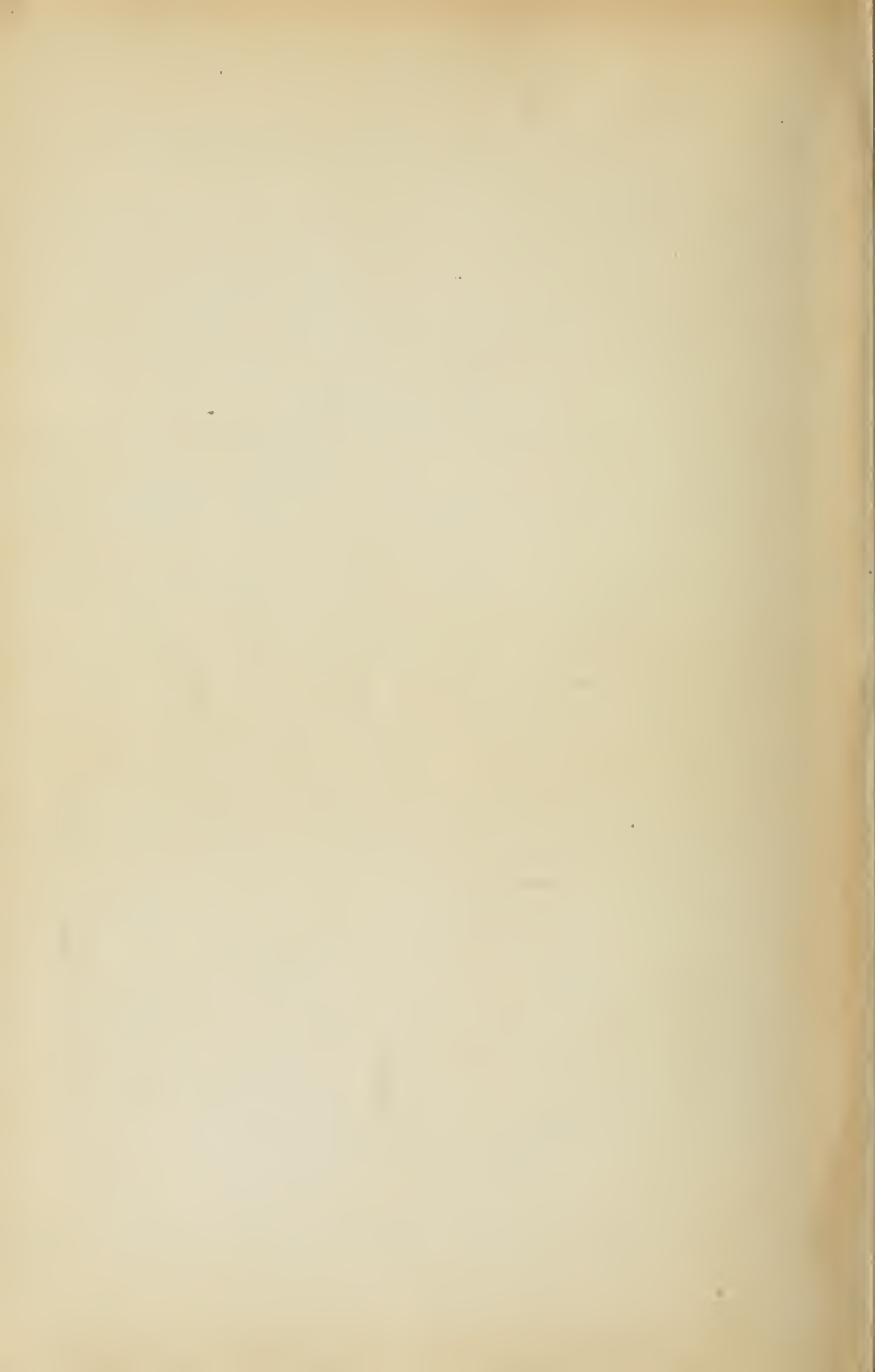
All of which is respectfully submitted,

(Sgd.) H. J. CODY, *Chairman*  
 J. S. WILLISON  
 J. ALEX. WALLACE  
 T. A. RUSSELL  
 A. P. DEROCHE  
 C. R. SOMERVILLE.

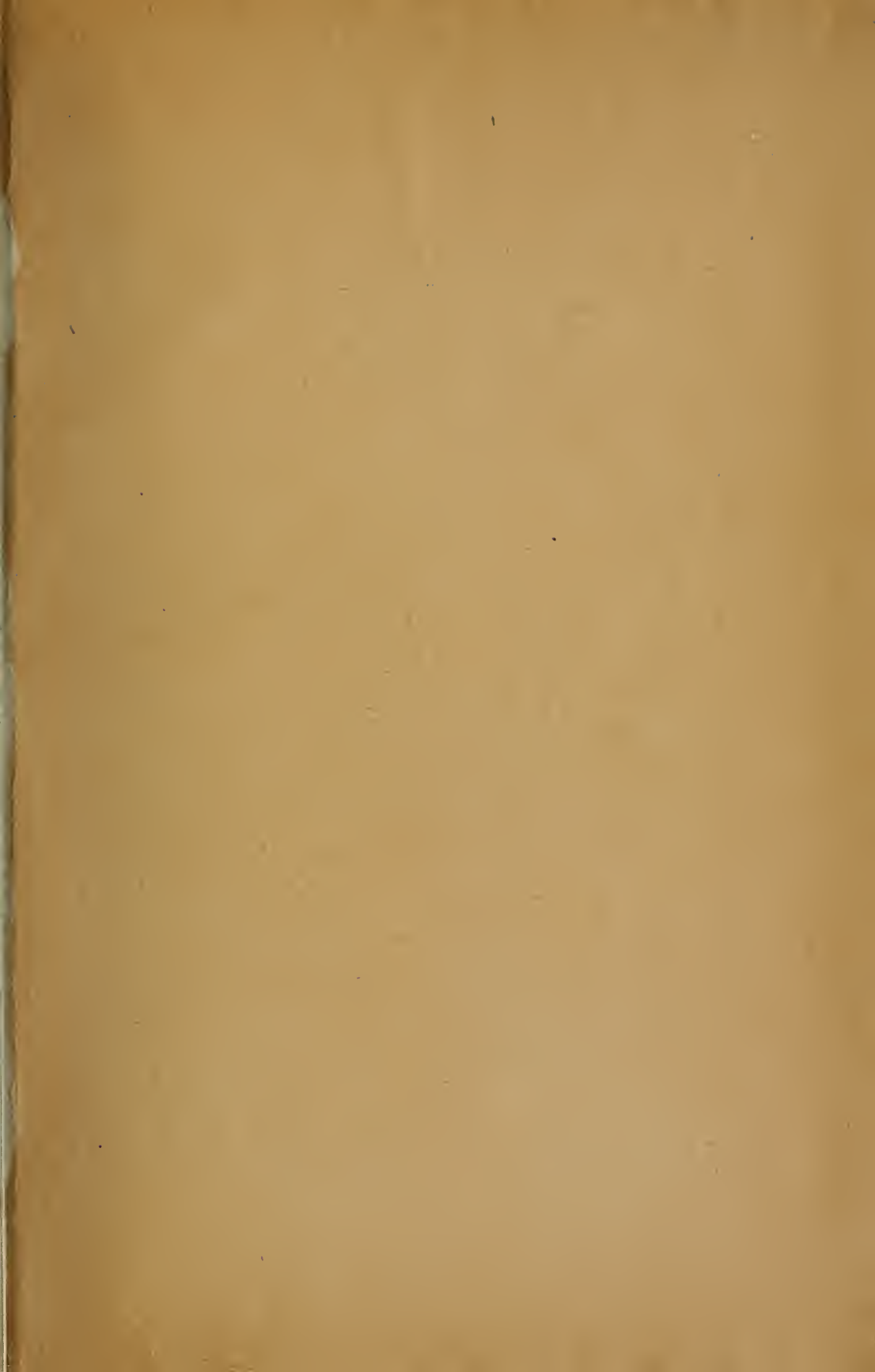
Feb. 10th, 1921.

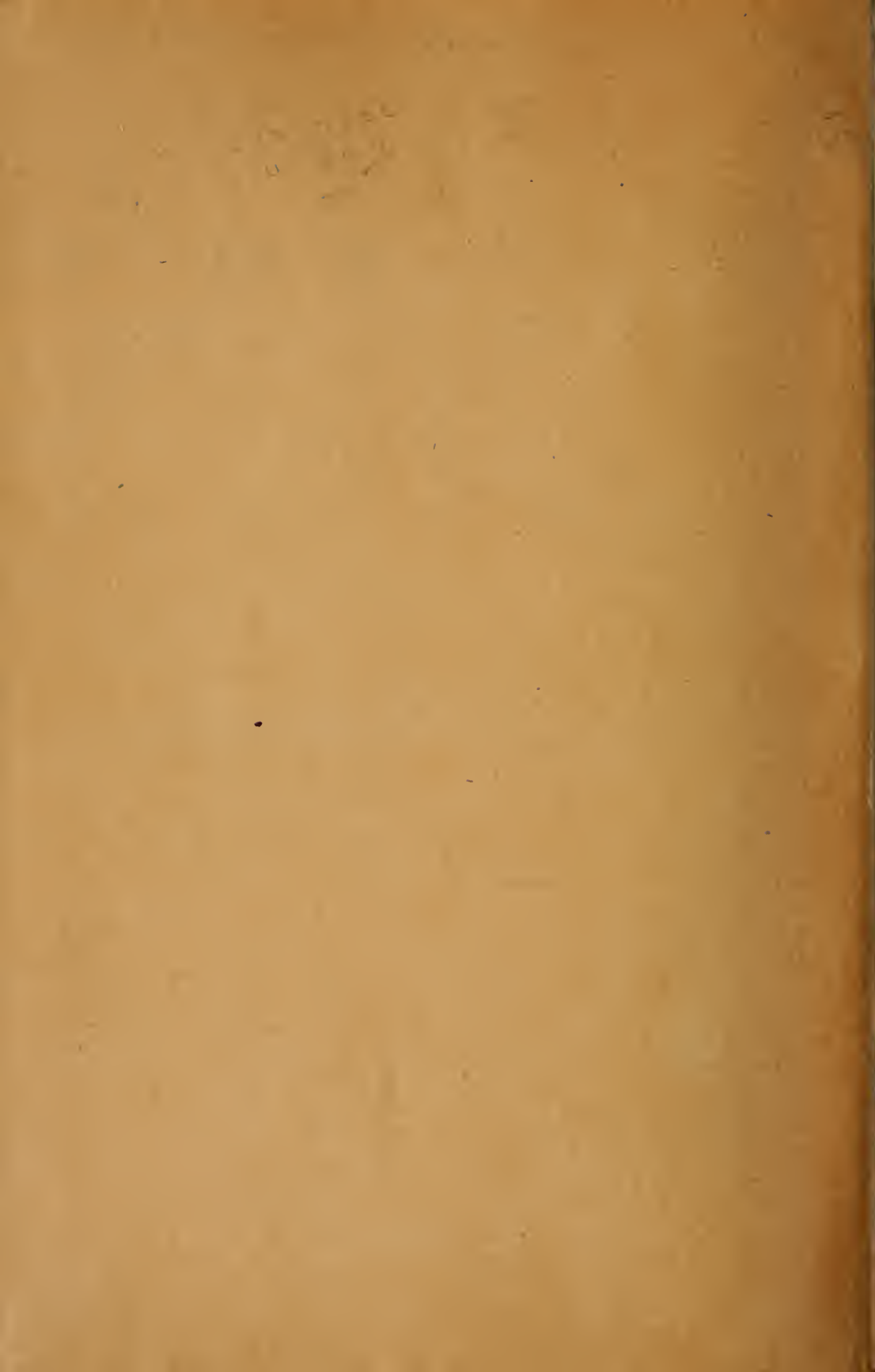


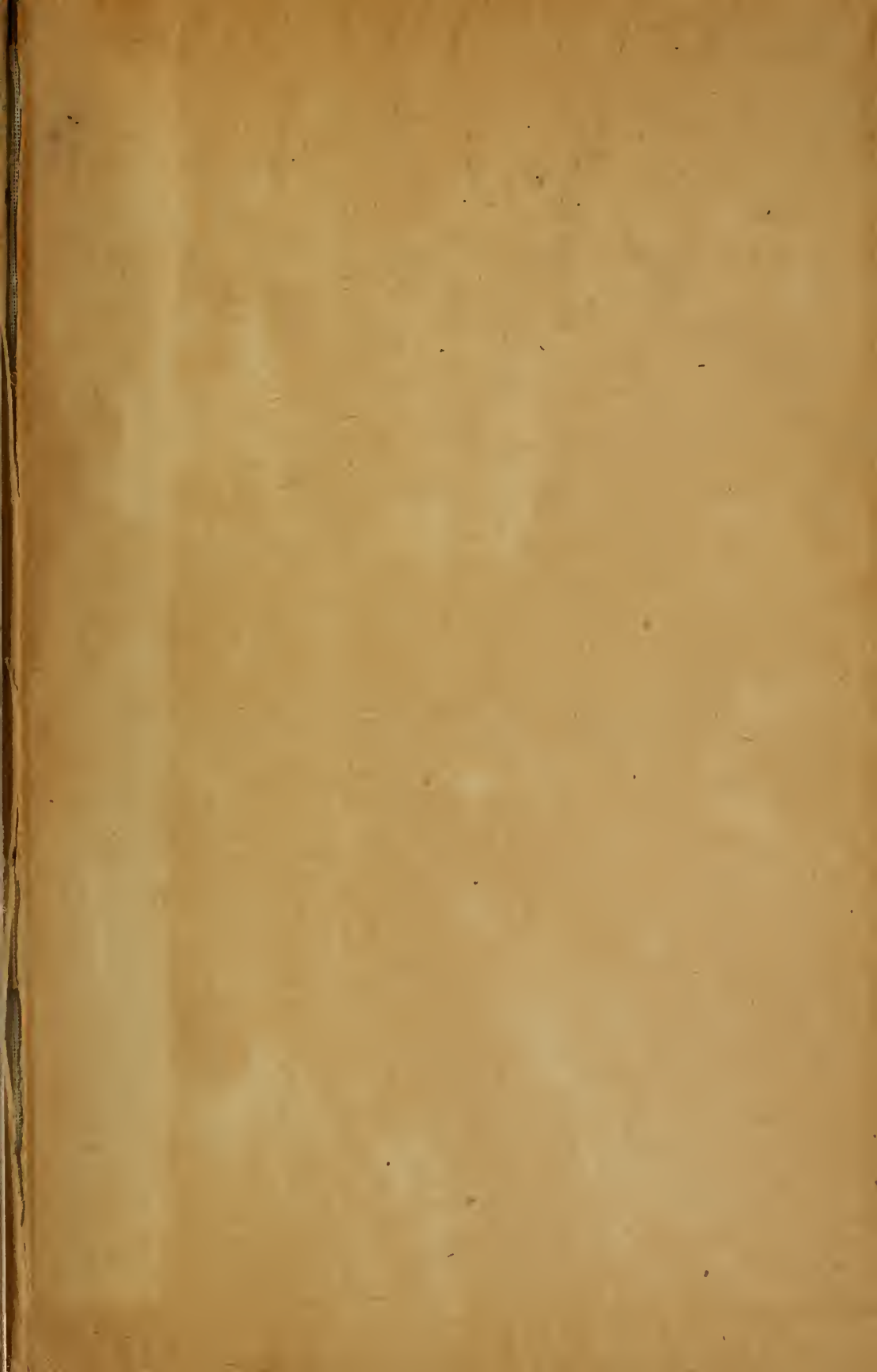




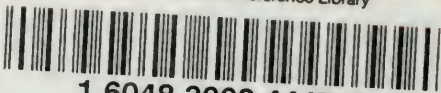








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