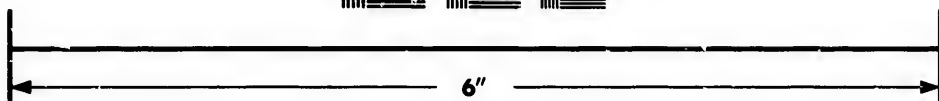
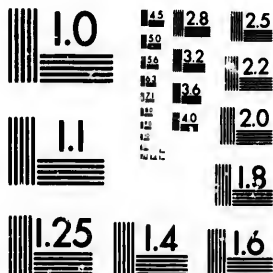


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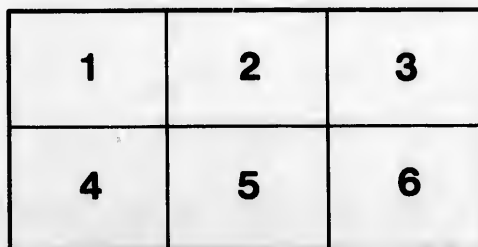
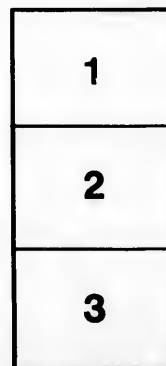
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# ADDRESS

AT THE CONVOCATION OF

## University College, Toronto,

OCTOBER 11th, 1893.

BY THE PRESIDENT,

JAMES LOUDON, M.A.



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ADDRESS  
AT THE CONVOCATION OF  
UNIVERSITY COLLEGE, TORONTO

OCTOBER 11TH, 1893.

BY THE PRESIDENT,

JAMES LOUDON, M.A.

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WE have assembled to-day to conduct the business of the fortieth Convocation of University College. Those familiar with the history of University legislation in Ontario will remember that the existence of University College as a separate institution, distinct from other University bodies, dates back to the Act of 1853. I may say at the outset that it affords me, on behalf of my colleagues in the faculty and on my own behalf, the highest pleasure on this occasion, which marks the close of the fourth decade of our history, to welcome to our proceedings the distinguished audience now present—a striking evidence in itself of the increasing importance and popularity of the institution over which I have the honor to preside. We desire especially to extend a hearty welcome to the hundreds of students who have come to us either for the first time, or to resume their studies within our halls. We hope that their sojourn with us may be profitable to them and pleasant, in so far, at least, as pleasure is compatible with their arduous labours here.

Those of the audience who were with us at the Convocation of last year will perhaps remember that in my inaugural address on that occasion, besides making some general observations on the various branches of University study, I endeavoured briefly to

explain the position occupied by University College in the new confederated system, and its relation to that system. It is important that these matters should be understood by the student and by the public; and yet such is not the case. The conviction which I had on this point a year ago has been strengthened by the experience of the past twelve months, and I have also realized that it would have been more profitable if, on the occasion referred to, I had explained the constitution of the whole University system, and defined the functions of the various bodies of which it is composed. This I propose to do in my remarks to-day. I propose also to make some comparison of our own system with the systems of other great Universities of this continent, and to discuss some matters of University policy suitable to the occasion which brings us together here. Information on these points will be of practical use to the students. It will facilitate their relations with the authorities in seeking information, or applying for relief in cases of academic distress, if such should unfortunately occur to them. It will be, moreover, helpful to the authorities in preventing the confusion which results from students seeking information or relief in the wrong quarter. For the public, a knowledge of our constitution will lead to a more intelligent comprehension of the aims and work of the University, and of communications and discussions on University topics which from time to time find a place in the public press.

The University of Toronto, of which we are a part, is a State institution, and is the Provincial University of this Province. Hence, the final authority in all matters, whether academic or financial, rests with the Government of Ontario, itself responsible to the Legislature, and ultimately to the people. The Government, then, whilst holding the supreme authority, and whilst dealing with some matters directly, customarily acts on the report of one of four bodies, each entrusted with a branch of the administration and work of the institution. One of these bodies is the Board of Trustees, which holds the purse, and through the bursar attends to the financial part of the business, such as the making of investments, the sale and leasing of lands, the accounts of in-



come and expenditure, and similar matters. These important and responsible duties, I may remark, are discharged by the Board without remuneration, and the University has great cause for gratification in the fact that it has fortunately always been possible to find amongst our leading business men those who are willing to give gratuitously their valuable services in the cause of higher education. The next two bodies are the University Council and the Council of University College. They are the teaching bodies, and to them is entrusted the whole work of teaching and discipline of students. I mention them together because their functions are almost wholly parallel. In the work of teaching they are complementary to each other. What is not taught under the direction of the Council of University College is taught under the University Council, and vice versa. To the University College Council is also assigned the management of the present residence, and one or other of the councils has authority over each of the many societies which are now a prominent feature of University life here. The fourth body is the Senate, which is so well known, at least by name, that it is popularly but erroneously supposed to be the only governing body—a mistake which has a compensating advantage to the other authorities when, as sometimes happens, the Senate is publicly criticized for acts for which it is not responsible. Apart from its general supervisory powers, the most important functions of the Senate, so far as the student is concerned, regard the curriculum and the examinations. The Senate makes the curriculum on which the faculties of University College and the University of Toronto base their courses of instruction, and the Senate appoints examiners and makes awards upon the basis of the examiners' report.

It is not my intention to-day to treat our constitution historically, or to show how and why it came to assume its present form. I shall deal with it as it at present exists, without reference to the past. Perhaps the most striking feature of the constitution is that it distributes the management of the institution amongst a large number of bodies. This, in itself, is an arrangement which stands in marked contrast with the system which

prevails in the leading Universities in the United States. In most of these the management is divided between two bodies instead of five as with us. As a consequence their system is, apparently at least, simpler, but as an offset to this it must be remembered that the functions of each of the two bodies are necessarily more extensive than those of any one of our administrative bodies, since the whole ground to be covered is essentially the same. For example, all the work connected with teaching and examining is entrusted with them to the faculty, whereas with us it requires four bodies for such purposes, namely, the two Councils, the Senate, and the Board of Examiners acting under the Senate. It is this subdivision of powers and functions which renders our system difficult of comprehension, especially to the uninitiated, and which might lead to conflict of authority unless care was exercised by each of the bodies in question. Both for those who wish to understand our system and those who have to work in it, the most important principle to keep in view is that there is a clear line of division through the whole. On the one hand, there is the financial business, pure and simple, and on the other the academic business. Under existing conditions, the former naturally is entrusted to the Board of Trustees, and their main duties, simple though vital, are the conserving and increasing of our revenues. The academic affairs administered by the Senate and Councils are in many respects much more complex, and it is to the wise direction of these that the University has to look for its efficiency and progress as a seat of learning. Hence it is to the Senate and Councils that we must look for the initiation of measures which collectively constitute the policy of the University.

One important phase of this question is the part which the faculties should play in shaping University policy. I have already indicated the powers which in the leading Universities in the United States the faculties exercise regarding teaching and examinations. The general policy in these institutions is, however, usually shaped not by the faculties, but by the President, who relieves the faculties from nearly all interest in, or responsibility for, administra-

tion and government. Here, on the contrary, the President is not such an autocrat. The professors have in the past not only assisted in the administration, but have done much, especially as members of the Senate, in determining the policy of the University. I need scarcely say that I greatly prefer the Canadian plan. The results here have been good, but, apart altogether from such considerations, it is self-evident that to debar members of the faculties from the right of engaging in such work would not only deprive the University of the services of men whose knowledge and experience especially fit them for dealing with such matters, but it would tend to weaken their interest in and sense of responsibility for a very important part of University work. So far from agreeing, then, with those who would like to see fewer professors engaged in shaping the policy of the University, or who would propose the extreme measure of excluding them wholly from University legislation, I would prefer to see more professors taking part in our deliberations. This is not merely a question of theory. Quite recently a proposal was made to render members of the faculties ineligible for election to the Senate by the graduates. It is difficult to see why the choice of the graduates should be thus narrowed, and I believe that most persons who appreciate the importance of having academic questions discussed from different points of view, and by those who by their technical knowledge and wide experience are so peculiarly fitted for dealing with such matters, will deprecate such a suggestion. Besides, those who suggest the exclusion of professors as graduate representatives from the Senate, to be logical, must go further and propose the exclusion of all professors from that body. If it be inexpedient or wrong for a professor to represent convocation, it is difficult to see how it can be expedient or right for him to represent the College or University Council. I need scarcely say, therefore, that I look upon any proposal to diminish academic influence in the Senate as a blow at the best interests of the University, and I would recommend those who desire instructive information bearing on such questions, to look into the disastrous history of some of the Southern and Western Universities

in the United States, in which political or non-academic influences wholly overrode and ignored academic advice. In short, my ideal of wise and progressive academic administration is, that it should be shaped and directed with the aid of advice from within by those who have made such matters a life-study, rather than that it should be exclusively controlled from without by those who, however intelligent and well-intentioned, must necessarily lack the technical knowledge, and fail of the continuous and absorbing interest which are essential elements in dealing with these subjects.

I have indicated already that the faculties of the University and University College are the teaching bodies, and that they teach along the lines laid down by the Senate, which makes the curriculum. The curriculum made by the Senate practically determines the character and amount of such teaching, and this not by statute but by mutual agreement. It is one of those matters in which the several academic bodies work together to cover the whole ground of teaching and examining. I take as an example of these relations the suggestions which have been made from time to time with regard to lengthening the teaching session. It is not only a question the discussion of which serves well to illustrate this phase of our system, but it is one in which both the faculties and the students have a special interest. The teaching session, we are told, should be extended, but we are not told how to surmount the difficulties which stand in the way of such a change. The question is not a new one either here or elsewhere, but the obstacles which arise in trying to solve it are occasionally novel. Here is an example taken from the experience of a certain University abroad, where the authorities had decreed an extension of the University session. Notwithstanding this decree, one of the professors closed his lectures as early as before its promulgation. Being remonstrated with by the authorities, he replied that he had exhausted his subject and his lectures, and that, as far as he was concerned, he had really nothing more to say. Now, one can imagine how it would be possible to deal with an exhausted professor, but when subject and professor are alike

exhausted, what is to be done? Fortunately, with our faculties, such an embarrassing question is not within the bounds of possibility. The difficulties here are of quite another kind. Our session, as you know, consists of three parts, namely, two examination sessions fixed and controlled by the Senate, and an intervening teaching session fixed by the Councils. Under these conditions, the Councils have made the teaching session as long as the examination sessions allow, and will doubtless be ready to extend it in case the Senate sees its way to make the requisite changes in its examinations. Whether the Senate can effect any material change in this direction, it is difficult to say; nor can I now take the time required to enlarge upon the considerations involved. It would be necessary in any case to consider not only how proposed changes would affect our own institution, but also those other related institutions whose interests we are bound to consider in dealing with such questions. Suggestions to increase the teaching session are apt to convey the impression that in this respect we are behind our sister institutions, and therefore it may be well to state a few facts bearing on the subject. Our teaching session extends from October 1st to April 21st, with a vacation of two weeks at Christmas, whilst the examination sessions extend, the first from the beginning of May to Commencement day, which this year was on June 13th; and the second from September 15th to October 1st. The experience of this year shows that Commencement day should be placed a few days later, and that the September examinations should begin at least a week earlier in order to allow the examiners a little more time to finish their work. The supplemental results were only ratified by the Senate this year on October 6th. The complete session at McGill University (including examination sessions), as I find by reference to last year's calendar, extends from September 15th to April 29th, the teaching periods being from September 21st to December 13th; and from January 5th to March 29th. It is thus seen that our examinations last twice as long as those of McGill, and that our teaching session is longer by upwards of two weeks (18 days). The calendar of Queen's University for

the same year, shows that there the complete session, which is slightly shorter than that of McGill, falls short of ours by about eight weeks, whilst the teaching session is less than ours to the same extent as that of McGill.

It has been customary, on occasions of this kind, to refer to the progress of the University, and to indicate its growth by pointing to the increase in the attendance, or to our enlarged accommodations. References of this nature are much more satisfactory when they are accompanied by corresponding information regarding improvements in our teaching facilities. It is not costly and attractive buildings, it is not mere numbers of students, but it is the work done by the staff in teaching and in advancing literature and science which gives prestige to a University, and serves as the true index to its progress and strength. A glance at the history of our teaching departments shows that during the last one or two decades, we have introduced and developed the several courses of practical instruction as now imparted in the various laboratories, whilst the corresponding lecture work in the science departments has been largely extended, necessitating not only an increase in the staff, but the performance of an increased amount of work on the part of the professors. A like expansion has taken place more recently in the language departments, involving much wider courses of study, and increased labour on the part of the staff. In addition to the expansion of old departments, new ones have been created, and new chairs established. As a result of these changes, it has come about that the mass of work done by the united staff is enormously greater than it was in the University College of about fifteen years ago. During that time the number of instructors has trebled, whilst the amount of instruction, as indicated by the hours of teaching, has more than trebled, and the number of students has increased in much greater proportion. So great, indeed, is the difficulty of overtaking all the work, that we have been obliged to lengthen the teaching day, and in certain cases to instruct some classes on Saturdays.

Such marked expansion in the work and size of the staff has, of course, involved a considerable increase, though by

no means to the same extent, in the expenditure. It is interesting to inquire where this additional money came from, and to what extent the State funds contributed to provide the increased facilities to some of which I have referred. Some statistics for the last thirteen years, which have been prepared by the Board of Trustees, fortunately enable me to furnish an answer to this inquiry, and at the same time to direct your attention to some interesting comparisons between the present and the past. In 1881, the total expenditure for all University purposes was \$69,200 (I omit sums below one hundred dollars), which rose steadily but with a slight fluctuation until it reached \$116,800 in 1893. This large increase in the expenditure was not, however, met mainly out of our endowment funds, as has been popularly supposed, for in the former year there were receipts from fees amounting to \$6,500, which had increased to \$35,600, or more than five fold in the latter year, this large increase being partly due to the increase in the tariff of fees, but more to the increased attendance of students. It will thus be seen that during these thirteen years the fees, from being at the beginning less than ten per cent., had at the end reached upwards of thirty per cent. of the total expenditure. But a more remarkable increase is that which has taken place in the same time in the numbers of the students. In 1881, the total number of all classes of students receiving instruction from our Arts Faculty was 347, and in 1893 this number rose to almost 1,100. If now we eliminate the fees from consideration in each case, we find that the total cost to the State, per student, which in 1881 was \$180, had fallen in 1893 to less than \$75.

The striking disproportion shown by my statistics to exist between the rate of increase in attendance on the one hand, and the rate of increase in our income on the other, naturally suggests that we have many necessities still unprovided for. Such is, unfortunately, the case, and the fact is brought forcibly home to several of the professors and to many of the students in various ways. The larger needs in the way of buildings and equipment of the departments of chemistry and mineralogy and

geology are so well known that they do not require to be emphasized here. These are not, however, the only departments whose work is cramped by the lack of increased facilities. The classes in some of the language departments have become so large as to be quite out of proportion to the teaching force at our disposal, a condition of things which would be, to some extent at least, temporarily ameliorated, could the change from fellowships to instructorships be effected, as recommended by the Senate and the Councils. It must also be borne in mind that some of these improvements—those in buildings and equipment—would involve increased outlay for maintenance, so that the money to be provided for all purposes would add very considerably to our present annual expenditure. To provide the ways and means for these improvements is the problem which forces itself upon the authorities. Its solution has hitherto been impossible, because our income barely suffices to meet our present obligations, a financial situation which has recently rendered it necessary to make special arrangements for teaching in some departments, and to practice the most rigid economy all along the line. But much further postponement of the larger and more pressing improvements is impossible. Some of our departments, it is true, have already been placed upon an efficient footing, but the University cannot afford, without serious injury to its efficiency and prestige, to stint or starve any one of the departments, or to ignore the claims of students to receive equal consideration, so far as the facilities in the different branches of study are concerned. Could we realize on our unproductive property, we should have ample means for all our immediate wants, but unfortunately the condition of trade remains stagnant—our good ship is in the doldrums waiting in vain for the propitious breeze which shall bring her home.

Under these circumstances, some of my hearers are no doubt prepared to suggest the provincial surplus as the proper source of relief. The proposition, apparently so simple, is one involving wide and important issues of provincial policy. I may very properly abstain from discussing it here, contenting myself with the remark that, should we not be able to realize on our lands, or



should the State not see its way clear to supplement the income, it will be necessary to consider other sources of increase, of which two only seem now available, namely, an advance in the tuition fees, and private benefaction. On the undesirability of increasing the fees I do not need to enlarge. In connection with private benefaction one is reminded of the enormous sums received from this source by Harvard, Yale, Cornell, McGill, and other Universities, and the inquiry is naturally suggested why Toronto should not receive more aid from such a quarter. The answer to that inquiry, in my judgment, is to be found in the objection which most people entertain towards giving to an institution which is supposed to be entirely controlled by the State. The University is commonly placed in the same category as other State institutions; its administration is, unthinkingly perhaps, considered merely as a branch of the public service, and the character of the control assumed to be direct and the same in all; but my remarks concerning the character of our University system go to show that this assumption is largely groundless. So far as the Arts Faculty is concerned, direct Government control is with us limited to the making of appointments. In striking contrast with this, it is also provided that the medical professors shall be nominated by the Senate. It is, I believe, generally conceded, apart altogether from the considerations just mentioned, that such an anomaly should cease, and that the Government should in all cases appoint, after receiving the recommendation of a very small academic Board. Were this change made, it could fairly be said to objectors and prospective benefactors that the University was no longer subject to the dangers of political control, and the institution would be in an immeasurably more favourable position for appealing to private beneficence. The case of Cornell University, for example, shows that a measure of State control is no bar to the bestowal of enormous sums from this source. I am encouraged to believe that such a trifling concession in the character of the State control as I have indicated, might eventually lead to somewhat similar results here. We certainly appreciate what has already been done in this

direction. Through the liberality of its friends the University now possesses a fund for scholarships and similar prizes, amounting to upwards of \$60,000. From private sources we received another \$60,000 towards the new library building; whilst a further sum of upwards of \$40,000 has been subscribed by graduates for books to replace those lost in the fire of 1890—in all, upwards of \$160,000. But, apart from the removal of the popular prejudice to which I have referred, if we desire to attract private beneficence to this institution, we must above all else insure its progress. Its accommodations must be ample, its library well stored, its laboratories well equipped, and its staff efficient and earnest in the work. He that hath, to him shall be given. It is the strong and prosperous Universities which not only attract the student, but, sooner or later, win the regard of the unselfish few who have it in their hearts and in their power to leave the world a little better than they found it. But, in the absence of extraneous aid, let us not be discouraged. Although we are labouring under some difficulties, there is much to be thankful for. We are not running into debt, as has been erroneously supposed. If our coffers are not as full as we could wish, our classes are; and, what is more important still, our forces are united, and working harmoniously together. Under these favourable conditions, we enter with confidence on the work of another session.

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