

Report of

The Commission on

The Chinese University of Hong Kong

March 1976

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The Commission on The Chinese University of Hong Kong

The Commission consisted of

Lord Fulton of Falmer	Chairman, formerly Vice-Chancellor of the University of Sussex
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Sir Michael Herries	Chairman of the Hong Kong University and Polytechnic Grants Committee, 1965/73
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Professor C.K. Yang	Distinguished Service Professor, Department of Sociology, University of Pittsburgh
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and was accompanied as Secretary by Mr. I.C.M. Maxwell (Deputy Director of the Inter-University Council for Higher Education Overseas).

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(I) Introduction

1. The Chinese University of Hong Kong was established in October 1963 as a federal-type University comprising Chung Chi College, New Asia College and The United College as foundation colleges. Chung Chi College had been founded in 1951 in Hong Kong by representatives of various Protestant churches as an institution of higher learning which would be both Chinese and Christian. It had a very modest beginning with only 63 students enrolled but, with financial help from overseas, it expanded in rented premises until in 1956 it moved to its beautiful site in the Ma Liu Shui valley in the New Territories. New Asia College had been founded in 1949 by its President, Dr. Chi'en Mu, and other Chinese scholars who came from the mainland as refugees to Hong Kong, intent on providing for their students a knowledge of their Chinese cultural heritage and of modern Western learning. The College began in humble surroundings, but soon attracted local and overseas support, notably from the Yale-in-Chinese Association and the Harvard-Yenching Institute, and developed a small attractive campus in Kowloon. The United College had been created in 1956 by the amalgamation of five refugee colleges which decided to pool their resources, but even so, it faced staffing and accommodation problems and was forced to exist for many years in temporary premises.

(1) Historical background

2. These three Colleges co-operated for some years in a joint Council with the object of securing government recognition and financial assistance for their aspirations and preparing plans for future university development. Then, in 1963, a Commission under Lord Fulton's chairmanship charged with the task of advising the Government of the steps necessary to achieve the aim of establishing "a suitably constituted federal-type Chinese University at the earliest possible date" recommended that they should become constituent parts of a new Chinese University to be established not later than 30 September 1963. This recommendation was approved in principle by the Government and accepted by the three Colleges.

3. In the years since that Commission visited Hong Kong the University has made momentous progress both in its physical development and in its academic accomplishments. Perhaps the most outstanding achievement has been the creation of the campus at Shatin on which the Colleges and the central University buildings have been developed side by side, each with their individual architectural styles but within an overall harmony of design. The concentration of the whole University on one site was not contemplated as a practical possibility when the 1963 Commission reported; it had to work on the assumption that New Asia College, The United College and the central activities would be based five miles away from Chung Chi College. Having all its component parts located together has clearly been of great advantage to the University, even though it involved at first a longer and consequently trying period of separation for the Colleges. Excellent progress has been made in capital development and the site is now graced with a splendid array of buildings for academic and residential purposes.

4. Academically, too, the University has grown in stature. In October 1962 the student numbers in the three Colleges totalled 1,073 and the Commission envisaged an undergraduate enrolment of 1,800 in five years' time. That target was exceeded as early as 1965/6 and by December 1975 student numbers had risen to 3,538 full-time and 202 part-time. The University's determination to respond to the needs of the community has been shown in the increasing range of its academic programmes. Several new subjects have been introduced at undergraduate level such as Electronics, Journalism and Music and courses in more Modern Languages have been made available.

In the organisation of its teaching, too, there have been significant developments. Whereas the first Commission envisaged first and second year teaching in Science being conducted in College classrooms, all Science teaching is now concentrated in the Science Centre. Inter-collegiate teaching, to the importance of which the Commission drew attention as a means of opening to all students the whole range of academic talent which the University could attract, has been introduced on a greatly increased scale, especially since the 1969 allocation of funds by the University Grants Committee called for economy through the pooling of College resources. In 1973/4 there were 457 inter-collegiate courses, spread among the various faculties, compared with 7 in 1964/5.

5. The growth in the undergraduate programme has been matched at the postgraduate level. Whereas the first Fulton Commission envisaged a slow, if steady, development of postgraduate work, the University initiated a Graduate School in 1966/7 and this by December 1975 had increased its enrolment sixfold to 190. 11 of the School's 14 divisions are concerned with the "specialisation of liberal education" (to quote the Vice-Chancellor's Report for 1970-74), while the remaining 3, Business Administration, Education and Electronics, are indicative of the University's commitment to produce qualified manpower for specific needs within the community. To promote research by staff and postgraduate students the University has set up a number of Institutes, such as those of Chinese Studies, Social Studies and the Humanities, and Science and Technology, and Centres in such areas as Economic and Social Research, Mass Communications, East Asian Studies, Marine Science and Computing. Through the activities of these Institutes and Centres, as indeed through the Department of Extra-Mural Studies, the University is providing various forms of public service to the community.

6. In summary, therefore, the first 12 years of the University's life have been characterised by great development. Happily this has been accompanied by increasing international recognition. We readily, therefore, pay tribute to all those who have contributed to this achievement and congratulate them on the success which has attended their efforts. Inevitably in such an exercise there have to be priorities and phases. In this first phase the accent has been on providing the basic resources, human and material, necessary for the University to fulfil its role. A few figures will illustrate the magnitude of what has been achieved in this regard. In 1974 the value of the fixed assets of the University at their original costs, including properties acquired by the Foundation Colleges prior to the establishment of the University, amounted to no less than HK\$182 million and the annual recurrent income exceeded HK\$54 million. The full-time teaching staff of the University in the grade of Assistant Lecturer and above has been built up from 99 at the time of the first Fulton Commission to 262 at the time of our visit. Library resources have been greatly strengthened so that at the time of our visit the library holdings throughout the University amounted to some 480,000 volumes (including duplicates), 60% of them in Chinese. What, however, the figures only hint at is the enormous effort which has been devoted, under the Vice-Chancellor's inspired leadership, to the fostering of community relations, to fund-raising and to planning, without which this remarkable success could not have been achieved.

7. This development has not, however, been without consequence. The public purse has been generous and private benefactors munificent, but, as costs have mounted, the call for all reasonable economy has become insistent. Expansion, too, has brought its own problems of organisation and relationships. In these circumstances the Vice-Chancellor on 12 February 1974, with the endorsement of the Administrative and Planning Committee and the concurrence of the Senate and Council, appointed a Working Party on

Educational Policy and University Structure. In its diagnosis the Working Party drew attention to some of the consequences of the University's great expansion, namely "profound effects on the teacher/student relationship", the need to strengthen the central administrative structure and the tendency to proliferate committees. It also identified some of the results of the policy of "pooling resources" introduced in 1969 — academic planning responsibilities had been substantially transferred from College Academic Boards to University Boards of Faculties and Boards of Studies and administrative procedures had been increasingly centralised. Its belief that reform was necessary — and this was strongly substantiated by an opinion survey conducted among teaching and administrative staff in May 1975 — led the Working Party to enunciate two major principles of reform, namely —

- (i) that there should be full participation in university government by teachers, and
- (ii) that departments belonging to the same discipline should be integrated.

While advocating basic and substantial reform, however, the Working Party regarded the maintenance of a federal system as fundamental. Various possible forms of reorganisation were set out by the Working Party, but no single solution won universal acceptance.

8. In these circumstances the Chancellor of the University decided to appoint an external Commission with the following terms of reference:-

(2) Terms of reference

"Bearing in mind experience gained in the first decade of The Chinese University of Hong Kong's development and the 'Final Report of the Working Party on Education Policy and University Structure', to advise on whether any changes are necessary in the governance, financial and administrative machinery, ordinances and statutes of the University and its Constituent Colleges".

We understand that the Chancellor had it in mind that the Commission should concentrate on principles and broad policy rather than the practical details of administration and financial machinery.

9. It seems to us both prudent and opportune that, after the initial phase of rapid and extensive development, the University should have instituted a review of its organisation and structure to ensure that they were appropriate to whatever new tasks might lie ahead. To invite the help of colleagues from outside is by no means an uncommon practice at such a juncture — examples from many different countries could be quoted. As we approach our task we take courage from the knowledge that the University has already been examining itself and that the reaction to the Working Party's report testifies to the University's readiness to prepare with an open mind for its future.

10. The appointment of the Commission was announced on 12 November 1975 and the Commission assembled in Hong Kong on 5 December. Sir Michael Herries left on 12 December, Lord Fulton on 13 December, Professor C.K. Yang on 3 January and the Secretary on 17 December. During our visit we heard evidence and visited the Chinese University. Though our stay in Hong Kong was, by force of other commitments, short, all of us have had the advantage of regular contact with the University over many years and this accumulation of experience was invaluable to us.

(3) Procedure

11. Lord Fulton, Sir Michael Herries and the Secretary met for discussions during January in London and Professor C.K. Yang and the Secretary met in the United States. All members of the Commission met again in London on 9 February to finalise our report.

12. The submission of memoranda to the Commission was invited in advance of our visit to Hong Kong. The names of those who kindly presented their views to us in writing as a result of this invitation are recorded in Appendix I. We are most grateful to them for the information and comments which they gave us.

13. During our visit a compact programme of interviews was arranged and these enabled us to hear the views of members of the governing bodies of the University and the constituent Colleges, the Vice-Chancellor, the Presidents of the Colleges, members of the academic, library and administrative staff and representatives of the student body. We are most grateful to all of them for sparing the time to meet us and we assure them that the discussions with them have been of great value to us. We recall with gratitude their willingness, patience and understanding. A list of these who gave evidence is attached as Appendix II.

14. In these and other ways we found abundant and impressive evidence of the deep interest which the public in Hong Kong takes in The Chinese University of Hong Kong, not only in its notable achievements over the last decade but also in the contribution which it is poised to make to the future prosperity and welfare of Hong Kong. We cannot but feel that this concern will be a source of great reassurance and constructive support to the University in the future.

(4) Acknowledgements

15. Throughout our visit we met with the greatest kindness and hospitality and we are most grateful to all who entertained us in any way and made our visit so enjoyable. In particular, we express our thanks to His Excellency the Acting Governor, to the Chairman of the Council and to the Vice-Chancellor.

16. Our work was greatly facilitated by the efficiency of our office staff in Hong Kong — Mr. Gordon Siu, Mr. A.G. Cooper, Mr. Richard Wong and Mrs. Marie Higgins — and we record our appreciation for all they did so willingly and graciously to ease our task.

17. To the Inter-University Council we are grateful for showing again its continuing interest in The Chinese University of Hong Kong by releasing its Deputy-Director to accompany us on our mission and by providing office services to enable us to complete our report.

(II) Basic Considerations

18. We have given much thought to our terms of reference. These, as always, have to be placed in a context. Our interpretation is bound to reflect the framework in which we view the past, present and still more the future, roles of the University. What were the principles guiding its foundation? These must have weight. So must the University's growth through the first decade of its life. How do the expectations and the tasks of 1976 differ from those of 1962? How have the realities of the physical environment (e.g. the unexpected windfall of an integrated site as opposed to the former expectation that Chung Chi College would be physically separated from its sister Colleges and the University) influenced development? And — most important question of all — how is the University, after its most auspicious start, to be best equipped as an effective and creative instrument for the future higher education of the young people of Hong Kong? All of those, including ourselves as a Commission, who share responsibility for the University's future, must keep constantly in mind that even those undergraduates who

begin their courses in the coming academic year will not reach the highest responsibilities of their lives for many years. The Chinese University, like its sister universities elsewhere in the world, by its work in the present is building the future: and it is no mere flight of rhetoric to insist that a university which is not at least twenty-five years ahead of its time has already fallen behind it.

19. The Working Party has provided us with an excellent map of the academic territory it has explored during the past two years. All the evidence we have received is a testimony to the liveliness and thoroughness of the discussions which its work provoked. It has postulated two primary conditions for progress in the future: (1) strengthened academic participation in the government of the University and (2) the integration of departments of study. It is no part of our duty to go over again the ground covered by the Working Party. But we think it will clarify the issues before us if we begin by endorsing both of those conditions laid down by the Working Party.

20. This issue raises important problems at different levels. There should be no difficulty in winning general agreement that in those areas involving straight and clear issues of academic professional judgment, qualified academic opinion should prevail. This is conceded in all universities where academic control is exercised through Faculty Boards, Boards of Studies and Examining Boards whose members are exclusively* members of the University's staff (teachers or researchers). And it is rare to find appointing bodies for academic teaching or research posts where academic influence is not either total or paramount. So far there is likely to be agreement: and in recent years there has been a strong tide at work impelling acceptance in every part of the world of such forms of academic control. If these were the considerations in the mind of the Working Party its recommendation deserves our full support.

21. In this context we must consider the position of the governing bodies of the Colleges. In doing so, we note that the first Fulton Commission did not regard its terms of reference as imposing upon it the duty of considering constitutions for the Foundation Colleges (see Paragraph 99 of the Commission's Report). According to the evidence available to us during our visit, it appears that the constitution of Chung Chi College makes specific provision for only 2 members of the academic staff to be on the 40-strong Board of Governors — the President and the Vice-President *ex officio*. New Asia College's constitution makes specific provision for 3 academic staff — the President, Vice-President and Director of the Institute of Chinese Studies to be members of its Board of Governors, the strength of which is 33. The United College Board of Trustees includes 5 members of the academic staff (the President and 4 Deans) in a total complement of 39. This compares unfavourably with the proportion on the University Council which has 7 academic members out of a total of 27. (The figure of 7 does not include the 6 persons from the world community of universities who are members of the Council in their individual capacities.)

22. The situation we have described in respect of the three College Boards seems to us an anomaly in the light of our endorsement of the importance of academic participation in the governance of university institutions, since it appears that the Boards of Governors/Trustees of the Colleges are given by their constitutions supreme responsibility for the general direction of their

(1) Strengthened
academic
participation
in university
government

* *The point is not invalidated by the common practice of adding an "external" examiner from a sister university to the internal Board of Examiners.*

colleges and in particular are empowered to revoke decisions of their Academic Boards and Councils. It is all the more serious, if, as has been represented to us, the governing bodies of the Colleges are self-perpetuating. Our examination of their constitutions suggests to us that there is substance in this criticism. The Chung Chi College Board of Governors, for example, can co-opt up to 15 members, the power of co-option being capable of being exercised by a majority simply representative of Christian churches and missions. The New Asia Board of Governors has a possible membership of 33 and there is provision for 13 of them to be nominated by "such members who were Trustees of the New Asia College incorporated prior to 1 August 1959 or their successors" and for up to 5 others to be nominated by Board members. Furthermore, however, all members of the Board who are not ex-officio members have to be elected by a majority vote of the Board. In The United College the Board of Trustees consists of 19 members elected by the Board in comparison with 15 nominated and 5 ex-officio.

23. This characteristic of the composition of the Colleges' Governing Boards seems to us unsatisfactory. While we recognise the desire to maintain the traditions of the Foundation Colleges we believe that in the course of time it will inevitably be the members of the academic staff of the Colleges who will be the transmitters of the living tradition; they will be the ones who are in day to day contact with successive generations of students. This is not to say that the Governing Boards of the Foundation Colleges have not given an indispensable service to the birth and early life of the University in preserving the diverse traditions embedded in the evolution of the post-secondary colleges. We are convinced that they have, and we believe that this should be recognised by ensuring, as an act of wisdom as well as gratitude, that one representative of each of the present (or possibly re-constituted) Boards of Governors/Trustees should find an ex-officio seat on the University Council. It is reasonable, too, that they should remain Trustees of the assets which the individual Colleges brought with them into the University and still retain. We recommend, however, that this should be the extent of their authority within the University.

24. There is a second consideration too. While we accept that the College Boards can claim to a varying extent to be representative of some of the interests of the community, it must be remembered that the Colleges expend substantial public funds. Our reasons for advocating a change in the present constitutional arrangements are, we hope, not merely formal or pedantic but fundamentally important to the relationship between universities and governments in the modern world and it is to this subject that we next turn.

25. Most governments accept that for a modern society universities are, without qualification, a vital necessity for which they must provide; and at the same time these governments generally accept that, if universities are to carry out their functions successfully, they must enjoy a large measure of independence or autonomy. Universities do not flourish in strait-jackets.

26. This apparent inconsistency between dependence on public funds and autonomy has to be accepted. It needs skill and goodwill on both sides to see that the inconsistency does not produce unacceptable consequences. For example, if a university were to step outside a reasonable latitude in this programme of development in the name of academic freedom it would be difficult for the government not to intervene in the public interest.

27. It is for this reason that one of the chief responsibilities of the vice-chancellor, the university's academic head, is to guide the processes of evolving consent for the "shape" of a university's development and to ensure

that its academic thrust is in harmony with the objectives and needs of the wider society: and the university's constitutional arrangements should be such as to up-hold him as the guardian of the corporate responsibility of the university.

28. In this connection the financial arrangements under which a university receives government support are of the greatest importance. The one by which we can best illustrate the principles involved is that in force in Hong Kong. There is a University (and Polytechnic) Grants Committee and a quadrennial grant. The role of the Committee as mediator between government and university and the device of the periodic grant are together intended to encourage within the university the fullest possible exercise of its corporate responsibility. There are clear advantages in the system for both government and university. For government two considerations in particular are decisively important — (i) the long-term character and high cost of higher education and (ii) the need to co-ordinate the supply of high-level manpower e.g. with the development of general governmental policies in education, health or other forms of social welfare and with the needs of private industry.

29. For the government the specific advantages of the system are these. A university is constrained to show its hand. A 4 or 5 year forward projection cannot fail to reveal a university's response (in terms e.g. of the balance of disciplines and the proposed relative development of Arts, Science, the Applied Sciences and the Social Sciences) to the challenge of the government's claims for highly educated manpower and its research needs. A single year's projection would be too small to illuminate the difference between, on the one hand, a programme which merely reflected the haphazard results of an academic tug-of-war in which the victors were the strongest personalities in the university arena and, on the other, a programme which was a genuine response, in a university's scholarly terms, to social needs, problems and aspirations. Only a programme of some 4 or 5 years' duration can provide the magnifying glass through which the true shape of a university's future becomes discernible.

30. For the university on its part, the advantages are substantial and lie deep in its nature as a home of scholarship. Far more important than any merely legal conception of non-interference or autonomy, the system offers it a real initiative: to diagnose from its own vantage point the condition of the society's health, to measure its needs on a university's scales of depth and of time; and to offer a programme of teaching and research adapted to the ends described. Successfully to use such a system is the nearest that a university can hope to come to genuine freedom. Success is of paramount importance to it, for on this depends its integrity and wholeness as an institution, i.e. its capacity to remain as a self-directing corporation against such pressures as may be exerted upon it from many points, from within and without, from well-meaning friends (and sometimes benefactors) to distort its growth in a particular direction at the cost of overall balance and cohesion.

31. A system which offers such prizes to a university is not then an imposition of government in its own interest. It is the handiwork of those who are true friends of the university. For it gives the university, as we have seen, a special procedure, quite apart from the ordinary machinery of administration, both for planning its own future, and for ensuring its relevance for society at large. The system provides a recurring occasion for a university willing to take advantage of it to re-define its long-range strategic priorities and, in the process, to resolve the internal clash of claim and counter-claim. The wise vice-chancellor, in his role as mediator in such conflicts, will not willingly dispense with this system: for it is his duty

to remind intransigent internal contestants that a higgledy-piggledy programme (or even one which is just "a little more of everything") will be unlikely to win respect or approval for a satisfactory grant for the period ahead.

32. It is surely in this context that the terms academic control and self-government are to be most fully understood. Many academics (in pursuit of scholarship) would gladly forego (except as their sense of duty constrains them otherwise) service on the innumerable committees which proliferate on every campus in every country. But none can conscientiously contract out of the great periodic assize in which the past is evaluated and the future is prospected. For this is a strictly academic task of immense responsibility which calls for the best professional insights of the individual members of the university community: involving their sense of movement of ideas in their own fields and the relationship of these fields to other areas of discovery and scholarship; demanding from them, too, the identification of the teaching material which will best prepare the next generation for the intellectual tasks that will await them; and an imaginative insight into the relevance and applications of their studies as contributions towards the solution of mankind's enduring problems such as hunger, poverty, conflict and distrust.

33. In concluding these remarks about academic participation in university government we wish to record our view that it is entirely right for a university council to be representative of both the academic and the lay interests in the university's affairs. It is to the great benefit of the university that men prominent in the life of the community should identify themselves with the conduct of the university's business. And it must be good for such laymen to meet with the academic point of view at the practical level of the council chamber. It must be good, too, for those who are entrusted with the administration of the university to be subject to the different viewpoints and experience of responsible lay members of the community. At the same time, however, in view of the remarks we have made about academic participation in university governance, we believe it would be wise for The Chinese University of Hong Kong to give serious consideration to enlarging the academic staff element in the composition of the University Council, and we are encouraged at having received some support for this suggestion from weighty lay opinion in the Council.

(2) The integration
of departments
of study

34. In a practical world, where resources are not unlimited, the fragmentation and separation of authority over fields of study almost inevitably must lead to duplication (or multiplication) of effort in certain areas and to the neglect of others. Undernourishment, if not impoverishment, of both teaching and research ensues. By making better use of resources improvements should be possible. In our opinion, there is a consensus of view about this within the University. The differences begin with the discussion of the way integration should be effected. The Working Party left for subsequent discussion and resolution three possible lines of development. These were (a) Department-based; (b) Faculty-based; (c) Area-based studies.

35. We have to confess that we are not hopeful of progress along any of these lines for several reasons. First, objections have been raised by two of the Colleges to the several forms of integration suggested by the Working Party (see, for example, Section 11A of the statement by the New Asia Board of Governors dated 29th May 1975 and paragraph 3(b) of the statement approved on 6th June 1975 by the Chung Chi College Board of Governors). It has been stated that the withdrawal of some subject departments from a College would prejudice the prospect of that College providing the genuine liberal education for its students to which it is committed. We feel there is substance in the argument that the essence of a College is that it embraces

within it staff and students engaged in a wide variety of disciplines. Undergraduate education flourishes in diversity and we do not think it would be wise purposely to segregate students in one branch of study from those in another. Undergraduates learn much from one another and any unnecessary division which frustrates easy academic intermingling would, we believe, be both retrograde and untimely. Where in other universities separation has occurred and has met with a measure of success, it has tended to be in highly vocational fields, such as technology and medicine. Even so, it has not failed to evoke criticism.

36. Secondly, we believe that the developing needs of Hong Kong may well call for men and women trained in diverse combinations of subjects which may not readily fit into conventional faculty or area of study patterns. Environmental studies, for example, may become increasingly important, requiring the combined expertise of the geographer, the biologist, the economist, the social worker, the psychologist, the industrial manager, the statistician and those concerned with different aspects of community health. Again, we believe that growth points tend to lie along the boundaries between subjects and it is undesirable therefore to create divisions which hinder the closest possible contact between subjects. For all these reasons a pattern which endangers flexibility of response and particularly the possibility of developing inter-disciplinary studies would, in our view, be regrettable. Further, it might well prove impossible to devise an acceptable academic distribution of subjects among Colleges. Nor can we overlook the disruptive effects which might result from any attempt to transfer departments or staff among Colleges.

37. Finally, and most important, it seems to us that, if groups of studies (whether determined by departmental, faculty or area lines of definition) are "assigned" to Colleges with power (real or implied) to act independently of the University of which they are constituent parts, **either** (i) the University is being asked to surrender responsibilities whose loss would be inimical to its own proper functioning as a university **or** (ii) merely the name of the College is being given, without accompanying real power, to specific areas of academic responsibility which are found in unitary universities elsewhere under a different and, perhaps, less romantic nomenclature. We find it impossible to escape the horns of the dilemma so stated.

38. Colleges which claim complete academic control over a limited range of academic territory are not colleges in any meaningful sense of the word but are claiming to be universities with a narrower than normal range. And to concede a monopoly of academic authority over a particular area of study to a college would concede to it university status in that field, because it is an attribute of a university to be the supreme authority in determining the range of studies to be offered; in setting the curricula appropriate to each level of study; in providing teaching and facilities for research; in appointing staff; in conducting examinations and awarding degrees; in laying down conditions of entry and in admitting students. If colleges enjoy real power within the area of the university's proper jurisdiction as so described, here is bound to be a serious risk of a frustrating and wasteful — and perhaps unresolvable within the constitution — contest of wills. And in our view — unless our fears can be demonstrated to be without foundation — rather than accept such a prospect it would be better, in the context of The Chinese University of Hong Kong, to recognise without further delay that the conditions for a continuing role for the Colleges no longer exist. If this remark seems to the reader to be a foreboding of surrender to a unitary view of the University in defiance of the history of the past twelve years, let us make clear now that such is not our view or intention. We shall have more to say in due course about the role and responsibility of the Colleges within the University.

39. At this juncture we would do well to remind ourselves of the lessons of the past four decades; during that time pressure for educational expansion (not least in higher education) has mounted in every part of the world: the cost of this, as of every other public service, has risen high enough to be a heavy burden even to the richest nations. It is now manifest that, without the fullest support of the state, universities (except for a few fortunately placed private institutions, almost all in North America), cannot carry out their tasks; and must compete with the other expensive social services for the support they seek from the public treasury. They must therefore be deeply concerned to ensure that their constitutional arrangements are as smooth and as well-adapted as possible for producing the most cogent list of priorities to present to the University Grants Committee and thence to the government. It would, as we think, be to take an unjustifiable risk with the future of the University to allow separate power-centres to co-exist within one and the same area of responsibility. Potential stalemates have no place in a satisfactory constitution for a university.

40. Thus we are convinced that The Chinese University of Hong Kong must have, no less than unitary universities, the most effective constitutional arrangements to enable it to meet both successive quadrennial challenges and the legitimate claims of potential private donors. In brief, the requirements are that the distribution of power within the University and the rules governing its exercise should be such as to make it possible to declare unequivocally, within the limit of time prescribed, what the University's agreed proposals are: and to guarantee that, following the acceptance (after any necessary modification) of its proposals, the University can deliver on its undertakings.

(III) The Future Role of the Colleges within the University

41. Having dealt with the two major principles enunciated by the Working Party (see paragraph 7), we now turn to a third issue which seemed to us to figure prominently in the minds of many of those who gave evidence to us. This was their concern about the quality of undergraduate education, particularly in respect of what was variously called "general education" or "liberal arts education".

42. We share this concern and believe that it raises profoundly important matters of principle. Behind it there seems to us to lie the conviction that a university education is not just a matter of the transmission of knowledge but is also a process of self-discovery by each participant. The instrument of the former (the transmission of knowledge) is structured teaching — lectures, seminars, demonstrations and other formal class-work. This we propose to describe as "subject-orientated" teaching. The latter (the process of self-discovery) depends on personal exchanges between students, singly or in groups, and their teachers. This we shall refer to as "student-orientated" teaching.

43. Teaching, however, is only one part of a university's function. A university is also a place of scholarship and research and it would, we believe, be widely accepted in academic circles that of the two chief functions of a university — research and teaching — the former has over-shadowed the latter during the past half century. The traditional equilibrium between teaching and research has been disturbed to the disadvantage of the teaching role and, when the balance of gains and losses is struck, it must be conceded that the chief sufferers may well have been the students.

44. The driving force of the subject department, the commonest unit of organisation in modern universities, has contributed to this situation. It is, of course, right and admirable that each subject department should advance its subject, for the university's duty is to carry out its teaching role in an atmosphere of discovery, and thus to give the undergraduate in his studies the feel of a community single-mindedly seeking the truth about the past, striving to unlock the secrets of the natural order or to understand the complexities of man's attempts to come to terms not only with nature but also with the diversity of his own kind.

45. We must therefore accept that a university by its nature is bound to be "subject-orientated", irrevocably devoted to the study and development of the subjects it embraces. But this function alone does not enable it wholly to fulfil itself. For it is truly also a place for the education of the young. If it should fall short in its performance of its role as teacher it puts its own future in jeopardy along with that of the wider society to which it belongs. In other words, it creates the future as much by its teaching as by its power through new discovery to bring about and to control change in the environment. Since it is our firm conviction that the true function of the Colleges within the University lies in a special contribution to undergraduate teaching we must now examine, at greater length, the educational opportunities which lie within the Colleges' reach.

46. Let us begin by making some general remarks about the student body. If it resembles its counterparts in other countries it will comprise young people (excluding the small proportion of postgraduates) within the age limits of, say, 18 to 22, who have recently shed the final remnants of their adolescence, who are achieving independence without impairing the dignity either of their parents or of themselves, and who, as individuals, are facing the stiffest intellectual tests they are likely ever to encounter, at the same time as they are making decisions about their personal lives and careers, of which the consequences will be profound and for the most part irreversible. Yet the members of the student body are also likely to differ from one another in important ways. Some will be the scholars of the next generation; they will probably follow postgraduate courses when they have won their first degrees. Others, much the greater number though by no means less talented, will go out into the world to carry responsibility in the various professions, including teaching, in the public services of every kind, in communications, finance, commerce, trade and manufacturing industry. If the minority are properly described as the scholars-to-be, the majority may best be called the "doers", the men and women of action, those who will carry the responsibility of decision. All, in their similarities and in their diversities, are a challenging responsibility laid upon the University. Clever, ambitious, carried along by the surging energies of their intellectual and emotional coming of age, they are the bridge between past and future, intellectual leaders in the making.

47. The University must seek to give to each group, and within each group, to each individual what his or her nature and personality need. It is not for us to set out in detail what this means in academic terms, but we may perhaps be allowed to make a general comment which, we hope, may not be found unhelpful. This concerns the curriculum of the first degree. The curriculum must be for **all** the students. Put negatively, this means that a first-degree course of studies devised only as a suitable approach to post-graduate studies will not do for those students (whom we have called the "doers") whose academic careers will end with their first degrees. The search for a curriculum which satisfies the academic needs of both kinds of students, the potential scholars and the future "men of affairs", is fraught with difficulty. But such a one must be found. We go further and emphasize the importance of flexibility in the curriculum to accommodate not

only the obvious difference between the needs of those e.g. with the most scholarly inclinations and those whose aim is vocational training to fit them for the practice of a profession such as medicine or accountancy; but also those whose intellectual powers would be best developed by the kind of course which is described in the United States of America as "liberal arts and science". Experience suggests, too, that courses can be constructed to provide the right kind of stimulus both for those who flourish in a narrower band of studies and for those whose interest is most keenly stirred by the interaction between two or even three subject disciplines.

48. These considerations have to be borne in mind as the University addresses itself to its basic educational task. This is

- (1) to instruct students in the subject matter of their particular fields of study;
- (2) to give, where appropriate, vocational or professional training for specific activities in the professional field or in public or social service;
- (3) to build in the students habits and aptitudes of mind characteristic of the expert in their chosen fields and relevant to the solution of the kind of problems they are likely to encounter later in life;
- (4) to equip students for meeting change in a rapidly changing world.

Above all, the students should leave the University with their minds stretched through their undergraduate experience and trained to ask about each problem the fundamental question "What is the evidence?" and, to the limit of their capacity, to assess that evidence and draw such conclusions as it can be made legitimately to yield. The University has to realise these aims through the practice of its teaching.

49. The success of university teachers when they have been at their best seems to have been owed to three constantly recurring factors: (a) They have been highly accomplished and authoritative in their subjects; (b) they have been masters of their chosen methods; and (c) they have known and thoroughly understood their pupils, both as representatives of a particular set of age groups and also, so far as this was in their power, as individuals.

50. Of (a) we need say little on this occasion — except our belief that the devotion to his subject and the scholarly quality of a teacher seldom, if ever, fail anywhere in the world to win a response from those committed to his charge.

51. In regard to (b) we can only emphasize that the success of the teacher depends on his ability to exploit to the full the accumulated wealth of his expertise through a carefully practised spread of methods relevant to the special and often differing needs of his various audiences. Thus an assembly of first-year students presents a special challenge to the most accomplished of lecturers, different from the challenge of the same students in the middle years of their course, and different again from their needs when they come to embark upon the final stages of their course before graduation. The small-group, "student-orientated" teacher must use different methods from those of his colleagues in structured "subject-orientated" teaching; indeed, it would be absurd if his teaching was no more than a small-scale replica of a lecture. His methods must be such as to stir an active response from each individual member of the group. An initiative has regularly to be demanded of each student. This can take the form of a piece of written work or some other significant task to be the basis of a group discussion. From its strength or weakness a creative dialogue must spring, actively involving each member of the group. The teacher must take the responsibility of seeing that such

a dialogue happens, for through it the individual student members of the group make progress towards independence of thought and judgement while the teacher himself is enabled to measure the extent to which they are progressing or falling short.

52. In regard to (c) — the need to know the students — we have already referred to their special qualities, their talents and promise, their energies and drive and their unique openness to receive and to follow the stimulus of new fundamental ideas. These are the characteristics which engage the interest and warm the sympathies of university teachers everywhere. It is, of course, the part of an experienced teacher never to forget that the business of learning is an intensely individual, isolated, lonely activity — accompanied for every individual student by difficulties and stumbling blocks, setbacks, moments of despair, leaps of insight and elation, growing skills and the birth of confidence. If this is forgotten or neglected, frustration or worse will be the price.

The knowledge and insight that come to teachers who meet their pupils in small groups should not only serve them well as teachers; the experience they gain of the intellectual problems and needs of their individual pupils should also enrich the contribution they make in university boards and committees which construct or amend curricula, administer the university's teaching programme and control the entrance and examination systems. Thus the interests of different kinds of students are more likely to be borne in mind and protected.

53. In all university teaching there is a dual responsibility — to the subject itself and to the student who looks for help in his step-by-step progress towards his goal. We have called one aspect of this duality 'subject-orientated', the other 'student-orientated'. We do not suggest that the two are ever wholly separate. For no teacher can afford to let a student escape from the "compulsions" of his subject or from the rational momentum of its ideas; nor himself to forget the variety of intellectual needs among his pupils.

54. Although, as teaching institutions, universities can have no escape from the dual responsibility we have described, they have chosen to discharge it in a variety of different ways. In some, formal structured teaching has been predominant with small-group teaching a follow-up or adjunct to it; in others, small-group teaching has been the central feature with formal structured teaching providing its framework and context. Whatever combination of methods may have been adopted, many universities throughout the world have acknowledged two kinds of teaching complementary to each other — the one concerned with the scholar's orderly exposition of his subject, its methods, history, problems and prospects, the other with ensuring help for the student in his progress along the lonely road to achieving understanding and independence of mind and judgement. Our present concern is to record our view that students in universities which pay little or no attention to small-scale teaching suffer serious disadvantages in coming to grips with their material and in progressively strengthening their grasp on their subjects.

55. Small-group "student-orientated" teaching is, we believe, more securely based and more likely to flourish to the benefit of the students when it is institutionalised, that is, supported by an apparatus designed for the purpose and respected (like the apparatus of the lecture system and the laboratory demonstration) within the university.

56. From what we have written above, it will come as no surprise that we recommend

- (i) that The Chinese University of Hong Kong should adopt an arrangement which offers the students a balanced diet of each of these two types of teaching; and
- (ii) that the “student-orientated” teaching should be nourished into full vitality by being implanted in the Colleges.

We believe that “student-orientated” teaching needs the protection and sustenance of its own institution, just as “subject-orientated” teaching flourishes through the faculties and departments of the University. Only thus can a true balance between the two kinds of teaching be struck and, in the long run, preserved.

57. Under the arrangement we envisage, responsibility for the whole of the formal, structured, “subject-orientated” teaching within the range of the University’s curricula would lie with individual departments organised within faculties under the control of the Senate (or with schools of studies if the University finds, as we think it well may, greater flexibility and benefit in schools of studies comprising groups of subjects closely linked by ties of academic or geographical affinity). Whichever organisational pattern is adopted, the Senate and its subordinate academic units would be responsible for ensuring that all the various course syllabuses necessary to prepare students for University examinations were suitably covered by lectures, seminars, laboratory teaching and so on. And it would be the University’s duty to ensure that an adequate supply of teachers was deployed upon the task. The Colleges on the other hand would have the complementary responsibility for organising and conducting small-group, “student-orientated” teaching for all the students within their membership, and it would be their duty to ensure that their teaching strength was adequate for the purpose.

58. We hope that the University will turn its inheritance of the three Colleges to good account and regard them as the base upon which to build a system of “student-orientated” teaching to complement the existing lecture courses and other formal teaching arrangements. Properly regarded, the system is an internal reinforcement, not merely a safety-net to avert failure or an ambulance service for those who fall by the way, but a valuable means of raising the level of performance of every student whatever his ability and of helping him to overcome difficulties which commonly are found to impede his progress. There are, for example, the difficulties experienced in making the transition from school to university — the bewildering range of choice and opportunity, the challenge of new methods of study and learning and, most important, the task of establishing solid habits of work. Left to himself and confronted with hard intellectual problems, it is all too easy for the student to leave them unresolved until a more auspicious day. Here are sown the seeds of tension, when too much ground is left to be covered as examinations draw near. Yet, if in his university career, which falls between the compulsions of school discipline and the hard necessity of earning a living, he can learn to work because he chooses rather than because the requirement to do so is imposed from outside, he will have achieved something which will enrich his whole life. And it is in small-group teaching that the student will find the greatest help in achieving that end; for the structure of small-group teaching provides freedom in the context of order — the freedom which characterizes the relationship between those taking part in group discussions and the framework of discipline set by the need for the student regularly to produce work of his own.

59. Our recommendations in paragraph 56 set before the whole University a crucial decision of principle: whether the Colleges are to become the vehicles of the kind of “student-orientated” teaching we have described. If the University decides to take this step its implementation will still depend on the willingness of enough members of staff to undertake this kind of teach-

ing*. From the evidence we have received, we believe that many members of the University would accept proposals on the lines we have suggested as being in keeping with a strong element within Chinese educational tradition. We thus feel encouraged to hope that enough members of the present staff will wish to undertake what we have called "student-orientated" teaching. We believe that the students of today need such support no less than those of past years and that by embracing responsibility for organising and providing it, the Colleges will play an influential and creative part and contribute significantly to the health and strength of the University as a whole.

60. If the broad pattern we have recommended is adopted, it will be necessary to settle two other issues of principle:-

(1) *For whom should the "student-orientated" teaching be provided?*

Should it be for only a proportion of students — the most promising or those most at risk because of educational, social or individual disadvantages? At other times and under different conditions it might have been possible to make (and to win acceptance for) the proposal that "student-orientated" teaching should be restricted in such a way. But we are convinced that such discrimination for the benefit of a few would not be acceptable in this age. Thus it is our view that the proposed "student-orientated" system of teaching should be for all undergraduates.

(2) *Should every member of the academic staff take part in "student-orientated" teaching?*

We feel little doubt that to require every member to assume such obligations would be self-defeating. Not every member of staff is suited for such a method of teaching. For some, the claims of the subject are primary; though this is not to say that among the most gifted of these would not be found many teachers of the most distinguished kind. But we do not believe that their talent would necessarily flourish in small-group relationships; nor that the system we advocate would work upon a basis of compulsory participation. Those chosen for this important "student-orientated" teaching should however be staff members respected for their academic standing and experience and they should include persons of various age groups and disciplines.

61. Thus was suggested (1) that all undergraduates should be included in the small-group teaching and (2) that only part of the academic staff should provide such tuition. What should the proportion be? We think it would be necessary to include, on the voluntary basis we advocate, some 30-40% of the staff. It need not of course always be the same individuals who comprise the 30-40%. They might change, with changes in age, with the development of other academic interests, or as other responsibilities are undertaken or discarded.

62. We make two assumptions in arriving at the figure of 30-40%. (a) A substantial amount of small-scale teaching would be needed for the first-year student, less of such time in the middle of his course; and to a greater degree again in the last year. (b) The formal, structured teaching programme would have to be adjusted for both staff and students to take account of the "student-orientated" commitment. In those circumstances most of the weight of "subject-orientated" teaching would in future need to be shouldered by 60-70% of the present teaching strength of the University, though we attach importance to those who are engaged in "student-

* *For an estimate of numbers (see paragraphs 61 and 87)*

orientated” teaching undertaking one University course (or two) in each academic year. At this point we ought perhaps to remove any possible uncertainty on one matter. We do not believe that an improvement in what is, by international standards, already a favourable staff/student ratio could be justified as a condition of the adoption of the arrangement we propose.

63. In Appendix III we set out an example of what the small-group teaching system we envisage would involve for participating staff and students. We emphasize that this is simply an illustration — many alternatives are possible and it would be for the University to decide which permutation best satisfies its needs and circumstances.

64. Both types of teacher working together could, we believe, make a significant impact. It would, however, be important, as a measure of justice, to ensure that as experience is gained there should be no disparity between the workload of the “student-orientated” teacher and that of the “subject-orientated” teacher. If disparities were allowed to obtrude to the disfavour of one type, they could not fail to undermine what must be essentially a co-operative effort. If the teaching loads of the two types of teachers were harmonised, they would thereby be assured of equal opportunities for writing and research. Thus, in turn, they would have equal opportunities for promotion.

65. It would be even more important to ensure that artificial barriers should not grow between “subject-orientated” and “student-orientated” teachers. For this reason we suggest that both types of teachers should be teachers of the University, appointed by the University and paid on the same University salary scales. This, however, need not preclude the University from considering special arrangements for residence for staff undertaking “student-orientated” teaching, since it is important that they should be readily available to students and should be able to play their part in promoting the community life of the Colleges. We would like to see the situation develop where all “student-orientated” teachers in the three Colleges were accommodated on the University site at Shatin. We realise that this may not be practicable at once but we hope that this objective will be borne in mind in the future allocation of residential accommodation. Nor do we see why the University should not consider some concessions in relation to rent for “student-orientated” teachers living in College.

66. Finally, we must draw attention to two distinctions. The first concerns the examination system. Through its examination procedures the University attests to the outside world and to the prospective employer that a successful student has been instructed in the expertise relevant to his field of studies and is competent in certain defined areas of application. Thus the University not only instructs but also examines, and must therefore in part be the judge of its own members. A College, on the other hand, is not the judge. It is rather the student’s friend and his partner in the task of making the best of his abilities before his University judges. The College will advise him, build his confidence, challenge false optimism, reprove inadequate methods of work; it will provide him with a regimen of work which encourages sound study and habits of application; and it will in these ways help him to live up to his abilities when the time of testing arrives.

67. Secondly, we must distinguish between the system of small-group “student-orientated” teaching which we have described and the tutorial arrangements which, we understand, operate at present within the University. We see our proposed system as a fundamentally important complement to the formal teaching offered by the University; the “student-orientated” teaching we have in mind would be conducted on a regular basis by ex-

perienced teachers primarily concerned to see their students develop sound judgment and independence of mind. The appropriate title in Chinese tradition for such teachers is perhaps "Tao shih". They would be the "Fellows" of the Colleges (see paragraph 86). The current arrangements on the other hand, if we understand them correctly, are part of the formal "subject-orientated" teaching of the University which for convenience is conducted, often by relatively junior staff, in small groups and takes the form of supplementary exposition or exercises. We do not discount the value of such work and we see no reason why, if our scheme is adopted, it should not continue as part of the normal "subject-orientated" instruction of the University.

(IV) The Future Structure and Organisation of the University

68. We must now translate our comments on the principles of academic governance and our concept of the respective roles of the University and the Colleges into practical terms of structure and organisation. Before doing so, however, we wish to emphasize the importance of two things. First, success in catering for the needs of individual students will depend in large measure on ensuring that there is sufficient flexibility in the teaching and in the curriculum. We doubt whether the conventional departmental organisation is the most conducive to this end, and we would therefore suggest that the University might with advantage consider the introduction of Schools of Studies. Such a step would permit an element of flexibility in the context of other disciplines on which the individual subject greatly depends. Such a modification of the present organisation might well, on further examination, prove to have the incidental advantage of reducing the load of formal committee work and of expediting decision making. Secondly, the successful implementation of our concept of the complementary roles of the "subject-orientated" University and the "student-orientated" Colleges will require sympathetic understanding not only between those who are concerned with individual students in the Colleges and those others who instruct them on their University courses; but also between both of those groups and those who administer the University and apply its regulations, etc. We greatly hope, therefore, that there will be adequate facilities to enable all who are engaged in helping the individual student, whether as teacher, librarian or administrator, to have a ready opportunity of meeting one another informally, of conversing together and of appreciating one another's point of view. We hope, for example, that members of the University administrative and library staff of appropriate seniority will be accorded common room rights in the Colleges and that any common room facilities designed for the staff of the University as a whole will be regularly and widely used.

69. In our recommendations we deal first with the University and then with the Colleges. We include a number of miscellaneous points to which we have not hitherto specifically drawn attention, but which we think are sufficiently self-explanatory not to need further comment.

(a) General

70. All powers and functions except that explicitly given to the Boards of Trustees of the Colleges (i.e. their responsibility as Trustees for the assets they brought into the University at its foundation and still retain) should be vested in the University. In particular the University should be responsible

(1) The University

for academic and development policy, financial management, the matriculation of students, the appointment of staff, the determination of the curriculum, the conduct of examinations and the award of degrees.

(b) The Council

71. There should continue to be a Council and it should retain all its present powers and functions except in so far as the changes in College organisation which we recommend in section 4(2) below necessitate consequential amendments.

72. As far as its composition is concerned we recommend no change except for the following:

- (i) a nominee of the proposed Board of Trustees of each College should be included instead of a nominee of each of the existing Boards of Governors;
- (ii) the Head of each College should be a member of the Council; (this is not a material change as it reflects only a change in terminology);
- (iii) the Deans of Faculties should be members of Council. If however, the University introduces Schools of Studies (see paragraph 68), a different arrangement should be made, as it would be important to ensure an adequate representation of the Schools of Studies as the primary form of academic organisation. In that event the number of chairmen of Schools of Studies elected by the Senate to serve on the Council should not exceed say 6.
- (iv) one "Fellow" of each College, elected by its Assembly of Fellows, should be added to the Council.

We further suggest that the University should consider how much longer it wishes to have on the Council as many as 4 "persons from universities or educational organisations outside Hong Kong".

(c) The Senate

73. The Senate should continue to have the same powers and functions as at present except insofar as changes in the academic organisation of the Colleges necessitate consequential modifications. The Senate should consist of the Vice-Chancellor, the Pro-Vice-Chancellor, the Heads of the Colleges, the Deans of the Faculties (or Chairmen of Schools of Studies), the Professors, one Reader or Senior Lecturer in respect of each academic subject in which there is no Professor, the Librarian, and 6 Fellows, 2 from each College elected by the Assembly of Fellows of that College. The number of Fellows elected to serve on the Senate should be reviewed after a trial period to see whether the Senate has achieved the right proportion between those members primarily concerned with "student-orientated" teaching and the remainder.

(d) The Administrative and Academic Planning Committee

74. The Administrative and Academic Planning Committee should be continued with the same range of functions as at present. It should consist of the Vice-Chancellor as chairman, the Pro-Vice-Chancellor, the Heads of the College and the Deans of the Faculties. If the University adopts Schools of Studies, the Chairmen of the Schools to a number equivalent to that of the present number of Deans of Faculties should be elected to serve on the Committee by the Senate.

(e) The Pro-Vice-Chancellor

75. It seems to us likely that, in the light of the heavy commitments likely to fall on the Vice-Chancellor inside and outside the University as it continues to develop, there will be a need for a Pro-Vice-Chancellor who can devote a substantial part of his time to undertaking some of the Vice-Chancellor's duties. The Pro-Vice-Chancellor should, as at present, be appointed by the Council after consultation with the Vice-Chancellor. The appointment requires very careful consideration and we think it would be prudent to amend the constitution (Statute 6(i)) to allow a less restrictive choice than at present. We wish to make it clear, however, that it is not our intention to suggest that the Pro-Vice-Chancellor should be an additional appointment to the staff of the University. Further, we do not consider that his tenure of office should necessarily be limited to 2 years.

(f) The Academic Staff

76. All academic staff should be appointed by the University after recommendation by suitably constituted Boards of Advisers. We think that the constitution of Boards of Advisers could now with advantage be simplified and we set out what we regard as an appropriate arrangement in Appendix IV. The present distinction between appointed teachers and others should be abolished.

77. Each member of the academic staff should be assigned to a College by the Senate after consultation with the Assembly of Fellows in the College concerned. His contract of service should state the type and maximum amount of teaching which he would normally be required to perform.

(g) The Students

78. We recommend that students should be admitted to the University and allocated to Colleges on the combined criteria of order of merit in academic performance and of placement preferred.

(h) Library Services

79. The administration of all library services should be centralised and responsibility should rest with the University Librarian. Provision should, however, be made for the continuance of an undergraduate working library in each College through an earmarked entry within the overall library budget.

(i) Administrative Organisation

80. We have understood our terms of reference as instructing us to deal in broad outline with the problems of the University's future rather than to prepare a blue-print, including new statutes in draft. In considering the principles which should govern the administrative organisation of the University, including its constituent Colleges, we find ourselves in a dilemma. We are clear, on the one hand, that there should not be a self-sufficient administration with a comprehensive budget for each College, thereby diverting resources that would otherwise be available for academic purposes. On the other hand we attach great importance to the diversity which the Colleges have it in their power to contribute to the University; and we would not wish to encourage arrangements that would frustrate that contribution. We would regret it, for example, if the Colleges, constrained by the power of the purse or an over-rigid central administration, were forced into an identical mould, thus jeopardizing the spontaneity which, in our view, is an essential characteristic of the College system.

There is no ready formula which would hold the balance and provide a permanent solution to this problem of the University's future development.

It is partly a matter of the spirit animating the administration and partly the product of continuing vigilance and understanding on the part of all those in authority as the relationship matures over the years.

81. Thus, with the corollary that there should be flexibility of operation, we recommend that there should be a single administration to manage the affairs of the University as a whole in accordance with the directions of the Council and Senate. When effect has been given to the changes we propose, the University may well wish to consult an experienced university administrator to see whether improvements can be made in its practices in the interests of effective management and economy while, at the same time, safeguarding the diversity of the Colleges.

(2) The Colleges (a) **Board of Trustees**

82. Existing Boards of Governors, or Board of Trustees in the case of The United College, should be discontinued and so should the existing College Councils. There should, however, be a Board of Trustees for each College with duties confined specifically to responsibility for such property as the existing Boards brought with them into The Chinese University of Hong Kong at its formation and still retain. We would expect that members of the proposed new Boards of Trustees would wish to take a continuing interest in their respective Colleges. They might, for example, wish to raise funds to promote extra-curricular activities (e.g. in the case of Chung Chi, chapel activities), to endow scholarships or in some other way to enhance College life. Some of the projects they might wish to promote might be designed to confer benefits exclusively on their particular College; others might be of a kind which could benefit students from all parts of the University, and in that case it would be only proper for consultations to be held in advance with the other Colleges and with the relevant University body.

(b) **Assembly of Fellows**

83. There should be no academic departments as such within Colleges. Nor should there be an Academic Board in any of the Colleges. Instead there should be in each College an Assembly of "Fellows" of which the Head of the College would be the Chairman. The Assembly would be responsible for the maintenance and development of the College as a corporate community, for the well-being of students who are members of the College whether residing there or for arranging tutorial instruction for them and pastoral consultation, for the provision to residential students of board and lodging and for the maintenance of discipline within the College. If an Assembly so wished, it might, after consultation with the Senate, offer an extra-curricular programme, which, we hope, would be made available to students from other Colleges as well as its own.

(c) **Head of College**

84. The Head of each College — *Yuan chang* is perhaps the appropriate title in Chinese terminology — should carry weight as a scholar. He would have a crucial role to play in the life of the University as well as of his College. He would represent "student-orientated" concern and be the guardian of the ideals of his College within the University. He should serve on the University Council, Senate and Administrative and Academic Planning Committee ex-officio, and in the conduct of his College and its work he should collaborate closely with the Vice-Chancellor.

85. We suggest that each Head of College should be appointed by the Council of the University on the recommendation of a selection board consisting of 6 Fellows of the College concerned who should be of varying aca-

demographic seniority and should be elected for the purpose by the Assembly of Fellows. The selection board should be presided over by the Vice-Chancellor who would present the report to the Council of the University. The initial appointment of each Head of College should be for 7 years and he should be eligible for re-appointment for not more than 3 years. We do not regard it as necessary that a Head of College should at the time of his appointment already be a member of the academic staff of the University. If he is, arrangements should be made for him to revert to his academic post, with due consideration for seniority, when his term of office expires. If he is not already a member of the academic staff, it should be arranged, at the time of his appointment, that a suitable post should be made available for him, if he so wishes, when he completes his tenure of office.

(d) Fellows

86. Except in the case of the first elections, Fellows would normally be elected by the Assembly of Fellows of the College concerned from among the academic staff of the University (who would, of course, have been appointed to the University by the Council in the manner prescribed in the Statutes). Fellows should be elected for 5 years and should be eligible for re-election.

87. We recognise that special arrangements must be made for the initial Fellowships in each College. The selection will be vitally important for the success of the College role as we have described it. For this reason, we recommend that the University Council itself should appoint a nucleus of 6 Fellows for each College on the recommendation of a committee appointed by the Council and presided over by the Vice-Chancellor. The committee might well consist of 3 professors, readers or senior lecturers nominated by staff in those grades and three lecturers or assistant lecturers nominated by staff in those grades. Once the nucleus of an Assembly of Fellows had been set up for each College in that way, additional elections could be made by the nucleus to bring the total to the number required. As there are 3 Colleges, over 3,500 students and 262 academic staff of the grade of Assistant Lecturer and above, we envisage that each College should have about 30-40 Fellows if the ratio of 30-40% suggested in paragraph 61 is adopted.

(e) College-associated Teachers

88. The academic staff of the University who are not elected Fellows would be allocated to Colleges by the appropriate University body after consultation with the Assembly of Fellows of the Colleges concerned. They would be "College-associated teachers" (*Yuan lien chiao shih*) and would share in the life of their College and enjoy its common-room facilities, but they would not participate in its running as members of the Assembly of Fellows.

(f) Libraries

89. Each College's undergraduate working library would be administered by the University Librarian. We would expect great weight to be attached by the University Librarian to the recommendations of the Assembly of Fellows concerned in regard to acquisitions policy and the availability of the undergraduate working library for use by members of the College.

(g) Administration

90. Our objective, in respect of property and finance, is to maximize the resources expended on the service of the undergraduates. The buildings and other property of the Colleges should be managed on their behalf by the

University. Financial provision for each College should be made annually by the Council of the University after appropriate consultation between the Head of the College and the Vice-Chancellor. Each College should have an approved budget to cover miscellaneous academic expenditure, expenses incurred in creating a suitable cultural environment for its members, entertainment expenses, sundry administrative charges. The cost of academic staff salaries, superannuation, etc., would not appear in College budgets as such staff would all be University appointees (see paragraphs 76-77). Similarly, clerical and secretarial staff working in a college would be University employees though the Head of College or his representative would select them. Again, staff engaged on maintenance and similar work in a College would also be University employees. As salaries normally represent the largest part of the budget of an academic institution we would not expect the annual budget of a College under the system we propose to be very large. A College should, however, be allowed a measure of flexibility to vary between heads of expenditure at its discretion. We have already indicated the great importance we attach to flexibility; we emphasize, too, the need for a sympathetic management of the accounts by the Central Finance Department.

91. We think that special consideration should be given to the degree of responsibility appropriate for Colleges in respect of catering. We are not sufficiently aware of the organisational problems involved to pronounce upon the matter, but experience shows that it can be a sensitive area, and we therefore think that the Council will wish to give careful thought to it.

92. Each College should maintain a College record of its students, such as would be required regularly by the Fellows in the fulfilment of their duties towards the students.

93. We regard it as inherent in the character of the organisation we envisage that a College should be free from bureaucratic arrangements to the maximum extent possible. If the senior and junior members who comprise the Colleges are to build a common life together, they need to be as free as possible from the distractions of mundane business. Some secretarial and clerical assistance will, of course, be needed in relation to the maintenance of records, the proceedings of the Assembly of Fellows and a variety of general purposes, but we do not see a need for any more substantial complement of staff.

(V) Conclusion

94. We have reached the final stage of our Report. We hope that we have made clear our sympathy with much of the evidence we received. We believe that the time has come for a wider measure of academic participation in the government and administration of the University and its Colleges: we strongly advise the retention and consolidation of the federal principle, believing, as we do, that its influence in an academic community will be to encourage a fruitful interplay of ideas relevant to a world of continuing rapid change and a stimulating diversity of patterns of social ideals and behaviour; we believe, too, that the University, having established its position in the sisterhood of universities and laid sound foundations, through its far-sighted policy of developing Research Institutes, will continue to make an increasingly valuable contribution (by individuals and research teams) to Chinese and international scholarship.

95. Our endorsement of the Working Party's plea for the integration of disciplines does not lead us towards any of the proposals which were suggested in the Working Party's report for placing them within Colleges; we see rather a need for drawing together the present fragmented range of studies within a strong University organisation: we have argued that, among a number of other cogent reasons, nothing less will place the University in a position to make the most convincing case, in successive quadrennial reviews, for transmission to the University and Polytechnic Grants Committee and thence to the government. We feel, further, that when giving effect to the consolidation, favourable consideration should be given to a form of academic organisation flexible enough to encourage new alliances between subjects now separated by departmental boundaries and the development of interdisciplinary studies; in this way academic studies will be able to adjust to — and, in a measure, to guide — environmental and social change.

96. In our view the needs of the young Chinese of Hong Kong — needs which played a decisive part in bringing the University into being — will continue to press themselves with special force on the University through the next stage in its history. We believe, too, that the undergraduate age-range is of decisive importance in the formation of the fundamental principles and ideas that guide a whole lifetime. It thus follows that the University carries a heavy responsibility for the intellectual standards and capacities of each successive generation moving towards the summit of its influence in the larger society. Thus the main weight of our Report is directed towards the teaching of undergraduates.

97. We have distinguished in the education of the student between instruction in a subject or subjects (“**subject-orientated**”) and the process of enabling the individual to develop, to the fullest level of his capacity, his distinctive talents, his judgement and his intellectual independence (“**student-orientated**” teaching). We believe that both these aspects are necessary and complement one another. Formal instruction reflects the fullness and the integrity of a field of rational enquiry; it can build opportunities; but it cannot be guaranteed to touch the mind of the individual student. To do that, some form of teaching directed at the individual alone or in the company of one, two or three well-chosen companions is needed.

98. In our opinion, formal instruction in its various forms, the lecture, the seminar, the laboratory is the province of the **University**. The University (subject driven as we have described it) is the author and guardian of “subject-orientated” teaching: — its scope, its comprehensiveness, its disinterestedness, its standards, its evaluation, its balance between opposed or different schools of thought.

99. The natural home of “student-orientated” teaching is the **College**. The College is an association of senior and junior members come together in pursuit of shared academic interests and aims. It aims also at a way of life in which the individual (whether teacher or student) is enabled to achieve and retain a sense of his or her personal significance and responsibility, and on that basis to enrich the common life. It is for these reasons that the College must, in the ordering of both its teaching and its community affairs, favour the kind of teaching that we have described at different times as “small-scale” and “student-orientated”; and accept limits to its size beyond which the individual would be in danger of losing a conviction that he or she “counts” in the academic and human scheme of things. Of late it has been made a criticism of many universities, perhaps inevitably as they have greatly increased in size, that they have allowed the individual to lose his sense of belonging; and with that loss has come a measure of disenchantment.

100. The proposals we have put forward are a great challenge to the University. How it responds will decide its character for a long time ahead. But we do no more than make explicit a challenge that has confronted the University since it was born as the offspring of the post-secondary Colleges.

101. It may well be asked whether, if there had been no Colleges in The Chinese University of Hong Kong, we would have presented our challenge on undergraduate teaching as we have done. The answer is certainly 'yes'. But we have to add that our confidence in the outcome would have been a great deal less. For if small-scale teaching is securely anchored in the institution of the Colleges, the 'thrust' and staying-power of the Colleges will add immeasurably to the prospects of success.

102. If we have given the impression of prescribing clear-cut practices of small-scale teaching we have been in error. There is only one certainty — good education must provide for a two-way exchange between the teacher and the taught. Everywhere universities are seeking for the means to preserve or recreate the reality of such an exchange against the encroachments of size. Men are promised that scientific advances in the understanding of the human brain will alter profoundly the process of learning. However that may be, we can be confident that no such change will make superfluous the role of the College as we have discussed it. Nothing will take away from the young the excitement or the exhilaration that comes from a great scholar thinking aloud in open university lectures and illuminating for his hearers the secrets of a distinguished mind. Nor, conversely, can there be a more momentous experience for a young student than to submit a piece of his own work to an accomplished tutor: to be both chastened by the realisation of how far he has to travel to make it really good and yet to be encouraged to undergo the labours of the journey by seeing through a scholar's eyes the prospects of achievement.

103. If the University takes up the challenge of education as we have attempted to present it, there will be difficult adjustments. There will be new professional dimensions for the teachers of either kind. There will be new dimensions and new enriching relationships for the undergraduates.

104. But, no less important, there will be new challenges for the University as a whole and for those who have to guide its future and administer its working. We have explained that the new arts of teaching will have to be undertaken by a re-alignment of teaching responsibilities without extra staff. We have proposed that the Colleges should be enlarged in conception and scope while losing the apparatus of administration which has grown up with them during the last decade and a half.

105. If this is to work, the University administration will have a great deal of heart-searching to do. For, if the Colleges are each to retain the characteristic spontaneity which will diversify (and thereby strengthen) what they have to contribute to the University as a whole, the University in serving their administrative needs will have to learn how to give them scope to maintain their individuality. Tempting as it may be to place them in a single mould and defend such a practice in the name of economy or "good administration", to succumb to that temptation would be a confession of failure to meet the supreme challenge of academic administration of our times — how to administer the work of creative men and women without freezing and quenching the creative spirit itself.

APPENDIX I

List of individuals and bodies from whom memoranda were received

- Mr. R.S. Rayne, President, Chung Chi College
- Mr. L.Y. Lee, on behalf of the Academic Board, Chung Chi College
- Dr. Philip Shen, Senior Lecturer in Philosophy and Religion, Chung Chi College
- Dr. A.R.B. Etherton, Senior Lecturer in English, Chung Chi College
- Dr. G.K.S. Goodman, Lecturer in Psychology, Chung Chi College
- Mr. T.P. Lee, Chairman, Board of Governors, New Asia College
- Mr. H.S. Chuan, President, on behalf of the Academic Board, New Asia College
- Professor Ch'ien Mu and former Presidents and Founders, New Asia College
- Dr. Ou Tsuin-chen, Member, Board of Governors, New Asia College
- Professor F.H.H. King, Member, Board of Governors, New Asia College
- Mr. J.L. Mitchell, Head of the Department of Journalism, New Asia College
- Mr. Y.F. Kwok, President, New Asia College Students' Union
- The Chinese Culture Society, New Asia College
- Dr. R.N. Spadaro, Lecturer in Public Administration, The United College
- Professor Cheng Te-K'un, Dean of the Faculty of Arts
- Dr. F.C. Chen, Professor B.S. Hsu, Dr. W.K. Li and Professor L.B. Thrower
(Members of the Faculty of Science Task Force on University Structure)
- Dr. Kan Lai-bing, University Librarian
- Dr. J.T.S. Chen, Registrar, The Chinese University of Hong Kong
- Mr. D.A. Gilkes, Bursar, The Chinese University of Hong Kong
- Mr. Paul Y.Y. Lam, Director, Buildings Office, The Chinese University of Hong Kong
- Mr. Lau Kwok Keung
- Mr. Chiang Wing-fu
- Mr. Suen Lee-lin, on behalf of the Executive Committee of the Alumni Association of New Asia College
- Mr. Chan Ven Von, Chairman, Social Justice Club

List of Persons who Gave Evidence

(a) *The Chinese University of Hong Kong*

Sir Y.K. Kan
Chairman of the University Council

The Hon. Q.W. Lee
Treasurer

Dr. C.M. Li
Vice-Chancellor

Professor T.K. Cheng
Dean of Faculty of Arts

Professor H.H. Hsing
Dean of Economics

Professor Ma Lin
Dean of Faculty of Science

Professor Sutu Hsin
Dean of Faculty of Business Administration

Professor S.S. Hsueh
Dean (designate) of Faculty of Social Science

Dr. S.T. Chang
Dean (designate) of Faculty of Science

Professor C.T. Hu
Dean of Graduate School

Professor Peter Thrower
University Science Centre

Dr. Kan Lai-bing
University Librarian

Mr. Nelson H. Young
Secretary

Dr. John T.S. Chen
Registrar

Mr. David Gilkes
Bursar

Miss Yeung Po-hei Sophia
President
University Student Union

Mr. Lee Wai-Kwong
President (designate)
University Student Union

(b) *Chung Chi College*

Hon. F.W. Li
Chairman
Board of Governors

Mr. Wilfred Wong

Dr. Denny Huang

Rev. D. Rogers

Mr. Robert Rayne
President

Dr. Philip Shen

Mr. Lo Po-yiu

Dr. Tam Shang-wai

Dr. John Olley

Dr. Chan Yau-wa

Mr. Chung Ling-sung Albert
President
Chung Chi College Student Union

Miss Wong To
Member
Chung Chi College Student Union

Mr. Fung Kai-lun
Member
Chung Chi College Student Union

(c) *New Asia College*

Mr. H.T. Liu

Mr. T.C. Ou

Professor Frank H.H. King

Mr. T.Y. Tiong
Secretary

Mr. H.S. Chuan
President

Mr. Wang Chi
Dean of Studies/Registrar

Dr. Yuan Heh-hsiang

Mr. Kwok Yiu-fung
President
New Asia College Student Union

Miss Hsiang Nai-ching
Member
New Asia College Student Union

(d) *The United College of Hong Kong*

Dr. the Hon. P.C. Woo
Chairman
Board of Governors

Mr. T.C. Cheng
President

Dr. Chen Fong-ching
Lecturer
Physics Department
The United College

Mr. Lee Siu-nam Paul
President
The United College Student Union

Mr. Leung Shing-tsuen
Member
The United College Student Union

(e) *University and Polytechnic Grants Committee*

Sir Sidney Gordon
Chairman

Mr. S.F. Bailey
Secretary

One Example of a Small-group Teaching System

1. *The example provided below sets out one possible way of arranging a small-group teaching system. This is for illustration only; there are many possible variants.*
2. **Assumptions.** This particular model is based on the following assumptions:-
 - (i) 3,600 undergraduates; 1,200 in each of 3 colleges; no allowance is made for "wastage";
 - (ii) 360 teachers (on an assumed staff/student ratio of 1:10);
 - (iii) 33% of teachers to be engaged primarily on "student-orientated" teaching, i.e. 40 in each College;
 - (iv) a satisfactory distribution by subjects of students and "student-orientated" teachers in each College;
 - (v) **1st year students** have small-group teaching in groups of 4 in 2 subjects per week throughout the academic year;
2nd and 3rd year students have small-group teaching in groups of 4 in 1 subject every other week;
4th year students have small group teaching in groups of 4 in 2 subjects per week.
3. **Duties of the "student-orientated" teacher**

(i) <i>New students</i>	Advice on studies, courses, methods of work; etc. Watching for signs of faltering or of exceptional promise etc.
(ii) <i>2nd and 3rd years</i>	Encouraging self-help and boosting self-confidence, especially when it shows signs of flagging.
(iii) <i>4th year</i>	Preparation for examinations in the broadest sense; advice on filling of gaps in the group covered. Also in the narrower sense — writing techniques; virtues of relevance etc.
(iv) <i>At College meetings of "student-orientated" teachers</i>	To cover the list of College students once per term. Particular care over 1st year students — the accident-prone or those at some special measure of risk. Drawing together the comments and advice of all those (e.g. medical officers) who have had to do with individual cases.
4. **Student's Schedule**

A student's programme as a member of a small tutorial group would be as follows:

1st year

 - (1) *Interview with "student-orientated" teacher on entry to discuss*
 - (a) course proposed

- (b) equipment — language facility; use of language laboratory
 - books: University and College Libraries
 - working methods: Lecture note-taking, tutorials
 - health: medical services
 - campus activities

(c) residential arrangements and College life

(d) assignment to small-scale teaching groups; nature of commitment expected.

(2) *Weekly meeting of small group in Subject A*

Students 1 and 2 present written work in 1st week, students 3 and 4 in 2nd week; 1 and 2 again in 3rd week, and so on.

(3) *Weekly meeting of small group in Subject B*

Students 3 and 4 present written work in 1st week, students 1 and 2 in 2nd week; 3 and 4 again in 3rd week, and so on.

Thus each student writes not more than one essay or other piece of written work each week.

2nd and 3rd years

Less tuition but more independent work as the student will have been “put on the right track”.

One meeting of a small group once a fortnight with the same teacher, with written work to be presented by each student.

4th year

Weekly meetings for small groups in 2 subjects. Each student to submit one essay per week.

5. Small-group teaching load

The following table illustrates the hypothetical small-group teaching commitment of each “student-orientated” teacher in a College, calculated on the basis of the assumptions, duties and schedule set out above:

COLLEGE A

	No. of students	No. of teaching hours per week	No. of hours per week per teacher
1st year	300	150	4*
2nd & 3rd Years	600	75	2*
4th Year	300	150	4*
Total	1,200	375	10*

* To nearest whole number

Boards of Advisers for Staff Appointments

1. Boards of Advisers should be constituted from among the following categories of persons:

- (a) The Vice-Chancellor or his deputy
- (b) Member of the Council
- (c) Member of the Senate
- (d) Head of College to which the post is assigned
- (e) External expert

2. The number and category of members for the posts shown should be as follows:-

Post	Categories				
Professor, Reader, Senior Lecturer	(a)	(b)	2(c)	(d)	2(e)
Lecturer	(a)	(b)	2(c)	(d)	(e)
Assistant Lecturer	(a)	(b)	(c)	(d)	*
Librarian	(a)	(b)	2(c)	-	2(e)
Secretary Registrar	(a)	2(b)(One of them should be the Chairman of Council)		2(c)	- *

* It should be open to the Board of Advisers to consult an external expert if it so wishes

3. No person should be appointed to any of the above posts for which an external expert acts if that expert declines to certify that person as being of the required academic or professional standing.

