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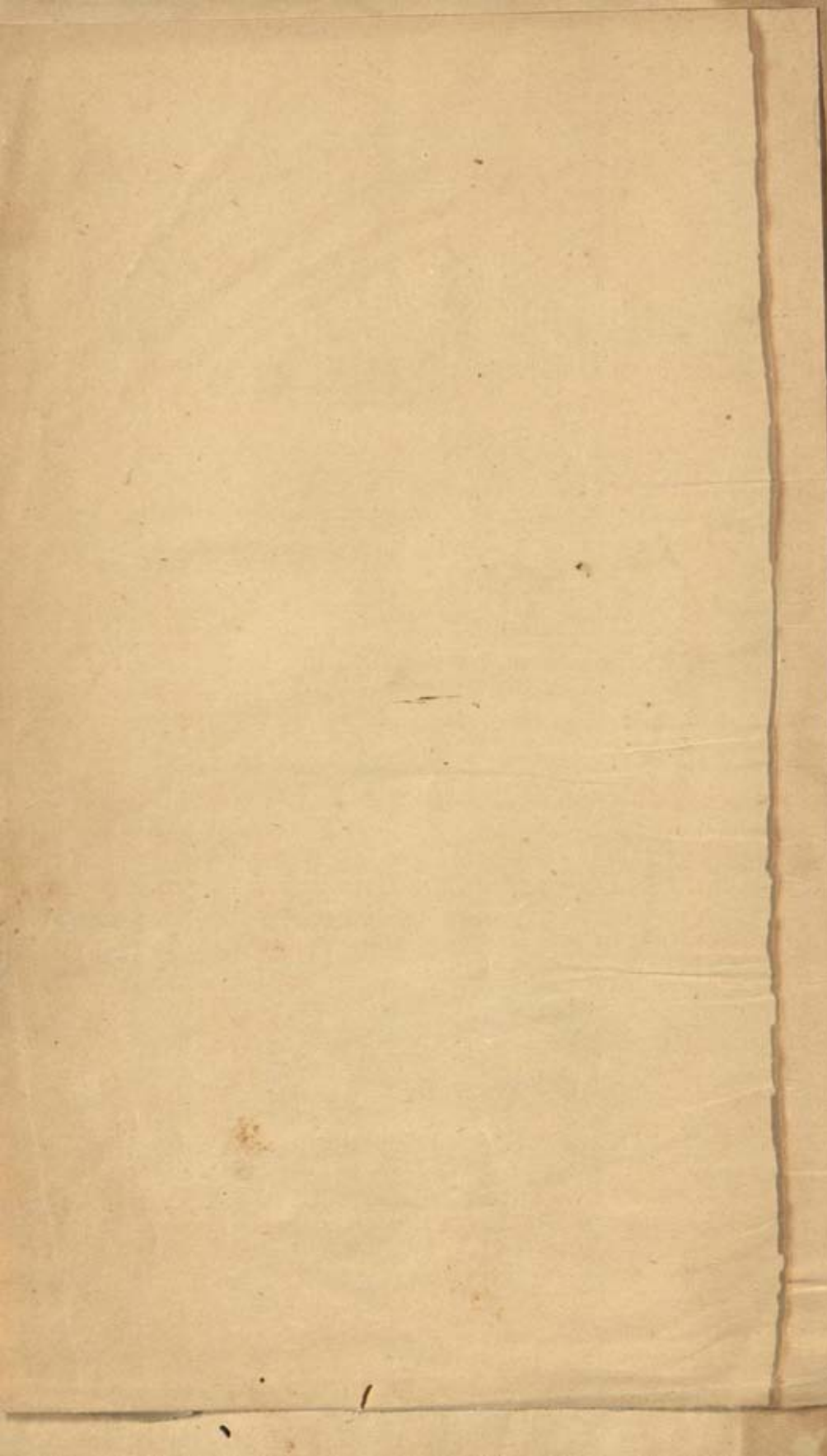
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# ROYAL COMMISSION ON NATIONAL MUSEUMS & GALLERIES

## INTERIM REPORT

DATED 1ST SEPTEMBER, 1928

*Presented by the Secretary of State for  
the Home Department to Parliament  
by Command of His Majesty  
September, 1928*

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# THE ROYAL COMMISSION.

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## GEORGE R.I.

GEORGE THE FIFTH, by the Grace of God, of Great Britain, Ireland and the British Dominions beyond the Seas King, Defender of the Faith, to

Our Right Trusty and Well-beloved Cousin and Counsellor Edgar Vincent, Viscount D'Abernon, Knight Grand Cross of Our Most Honourable Order of the Bath, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George;

Our Trusty and Well-beloved :—

Evan Edward Charteris, Esquire (commonly called The Honourable Evan Edward Charteris) one of Our Counsel learned in the Law;

Sir Thomas Little Heath, Knight Commander of Our Most Honourable Order of the Bath, Knight Commander of the Royal Victorian Order;

Sir Lionel Earle, Knight Commander of Our Most Honourable Order of the Bath, Knight Commander of the Royal Victorian Order, Companion of Our Most Distinguished Order of Saint Michael and Saint George;

Sir Richard Tetley Glazebrook, Knight Commander of Our Most Honourable Order of the Bath, Doctor of Laws;

Sir George Macdonald, Knight Commander of Our Most Honourable Order of the Bath, Doctor of Laws, Doctor of Literature;

Sir Courtenay Thomson, Knight Commander of Our Most Excellent Order of the British Empire, Companion of Our Most Honourable Order of the Bath;

Sir William Martin Conway, Knight, Master of Arts, Doctor of Literature;

Sir Henry Alexander Miers, Knight, Doctor of Science;

Sir Robert Clermont Witt, Knight, Commander of Our Most Excellent Order of the British Empire; and

Arthur Ernest Cowley, Esquire, Doctor of Literature,

Greeting!

Whereas We have deemed it expedient that a Commission should forthwith issue

(1) to enquire into and report on the legal position, organisation, administration, accommodation, the structural condition of



the buildings, and general cost of the institutions containing the National collections situate in London and Edinburgh, viz.: The British Museum and the Natural History Museum, the National Gallery and the National Gallery of British Art (Tate Gallery), the National Portrait Gallery, the Public Record Office, the Victoria and Albert Museum, the Bethnal Green Museum, the Science Museum, the Geological Museum, the Wallace Collection, the Royal Botanic Gardens, Kew, the London Museum, the Imperial War Museum, the Royal Scottish Museum, the National Galleries, Scotland, the Scottish Museum of Antiquities, the National Library, Scotland, and the Record Department of the Registry House, Edinburgh :

(2) To investigate the existing conditions of the various collections and their growth in former years and to report in the case of each Institution what is likely to be the growth of its collections and what the consequential increase in expenditure in the next 50 years if the present practice regulating acquisitions remain unaltered :

(3) To consider in what way, if any, expenditure may be limited without crippling the educational and general usefulness of the Institutions, and in particular, having regard to the financial condition of the country, whether it would be desirable to institute a more general system of admission fees :

(4) To enquire to what extent there is congestion in Museums and Galleries and to report whether, if there be such congestion, it can be relieved in any other way than by extensive building; and in particular whether improvement could be brought about by a redistribution of specimens between different State-supported Institutions or by disposal of specimens which may be either of slight importance or in excess of requirements, by way of sale or of gift or loan to provincial Museums and Galleries and to other authorities; and in this connection to ascertain the practice followed in the case of the chief National Collections abroad :

(5) To consider whether it is desirable to effect any change in the existing practice of the British Museum with regard to its reception and preservation of publications under the provisions of the Copyright Acts :

(6) To consider whether the existing administrative responsibility for the various Institutions is the most appropriate under modern conditions and whether it conduces to the most advantageous distribution and display of the National Treasures and to report whether it would be desirable while preserving certain defined powers to their Trustees or Directors, to place them all under some central authority or under different authorities than those at present controlling them :

(7) To report whether the most suitable and scientific arrangement of specimens and their allocation to the most appropriate Museum or Gallery are in any way hampered by the terms of benefactors' bequests, and if so whether it would be



expedient to take steps with a view to a modification of the terms of such bequests :

(8) To make recommendations generally which may suggest themselves as pertinent in the light of the information obtained during the course of the Inquiry :

Now know ye that We, reposing great trust and confidence in your knowledge and ability, have authorised and appointed, and do by these Presents authorise and appoint you the said Edgar Vincent, Viscount D'Abernon (Chairman); Evan Edward Charteris, Sir Thomas Little Heath, Sir Lionel Earle, Sir Richard Tetley Glazebrook, Sir George Macdonald, Sir Courtauld Thomson, Sir William Martin Conway, Sir Henry Alexander Miers, Sir Robert Clermont Witt and Arthur Ernest Cowley to be Our Commissioners for the purposes of the said Inquiry :

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

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

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

And We do by these Presents will and ordain that this Our Commission shall continue in full force and virtue, and that you Our said Commissioners, or any three or more of you, may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment :

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

And Our further will and pleasure is that you do, with as little delay as possible, report to Us under your hands and seals,

or under the hands or seals of any three or more of you, your opinion upon the matters herein submitted for your consideration.

Given at Our Court at *Saint James's*, the First day of *July*, One thousand nine hundred and twenty-seven; In the Eighteenth Year of Our Reign.

By His Majesty's Command.

*W. Joynson-Hicks.*

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Mr. John Beresford, of the Treasury, was seconded to be the Secretary to the Royal Commission, and Mr. J. R. Chambers to be Assistant Secretary.



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# ROYAL COMMISSION ON NATIONAL MUSEUMS AND GALLERIES.

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## INTERIM REPORT.

TO THE KING'S MOST EXCELLENT MAJESTY.

MAY IT PLEASE YOUR MAJESTY,

1. Your Majesty's Warrant, bearing date the first day of July, 1927, appointed us Commissioners to inquire into, and report on, the National Museums and Galleries. The problems connected with those Institutions were set out in the Warrant itself. Our Terms of Reference are at once so wide and so detailed that our Final Report must inevitably be delayed. Meanwhile in the course of our inquiries during the past twelve months it has become clear to us that, in the case of some of the Institutions with which we are concerned, there are certain urgent practical needs: these do not involve any question of principle and should be dealt with at the earliest possible date. We therefore have the honour to lay before Your Majesty the following Interim Report.

2. Up to the present date we have held 27 meetings and have received evidence, in the form of memoranda or orally, from the twenty National Institutions named in our Terms of Reference, from a large number of representative Societies and Institutions in this country whose observations we invited,<sup>(1)</sup> from foreign Governments<sup>(2)</sup> to whom we forwarded a questionnaire through the Foreign Office, and from a number of private individuals.<sup>(3)</sup> The evidence thus obtained we believe to be of such public interest that we have caused the greater part of it to be printed and published in a separate volume, which is presented together with this Report. It will be observed that

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<sup>1</sup> The Art Workers' Guild, Association of Education Committees (England), Association of Education Authorities (Scotland), British Academy, British Institute of Adult Education, British Institute of Industrial Art, City Corporation, Convention of Royal Burghs, Scotland, Design and Industries Association, Federation of British Industries, Imperial Institute, Library Association, London County Council, Municipal Corporations Association, Museums Association, National Art-Collections Fund, National Museum of Wales, Royal Academy, Royal Anthropological Institute, Royal Commission for Exhibition of 1851, Royal Historical Society, Royal Society, Society of Antiquaries, Sudeley Committee, Tutors' Association, Workers' Educational Association.

<sup>2</sup> Of Austria, Belgium, Denmark, France, Germany, Greece, Italy, Netherlands, Spain, Sweden, Switzerland, United States of America.

<sup>3</sup> See, for example, the letters from Mr. B. Berenson, Dr. M. J. von Friedländer, Dr. S. Reinach and Professor Venturi.



the evidence covers a wide field and raises questions of policy ; with these we shall deal in our Final Report. Meanwhile, we deem it desirable that all those who are interested in the well-being of the National Institutions should be in possession of the valuable material which we have thus far obtained.

3. Before dealing with the specific matters of practical urgency, with which this Interim Report is mainly concerned, it seems desirable to review generally the situation of the National Museums and Galleries as that situation presents itself to us.

### **Range and Splendour of the National Collections.**

4. In our judgment the National Collections named in our Terms of Reference are unrivalled in quality, variety and value. We do not doubt that certain branches of art or certain aspects of civilisation may be better or more fully illustrated in some of the Museums or Galleries in the principal cities of Europe or of the United States of America. Nevertheless, we believe that the British Collections, taken as a whole, representing Literature, Art and Science, cannot be equalled, certainly cannot be surpassed, by any Collections in the world either in range or in splendour.

Even from the relatively narrow standpoint of money values they represent a great possession. The valuation of literary, artistic or scientific objects is a matter of the greatest difficulty, and in the case of such objects in private hands the prices actually realised in the auction room constantly startle, not only the public, but the dealers. Any reliable estimate of the National Treasures is, in effect, impossible. Nevertheless, some idea of money values may be indicated when we say that one of the smaller London collections alone has been estimated by a competent authority to contain treasures worth £15,000,000. An estimate of the inexhaustible resources of the larger collections, of the British Museum, the National Gallery, the Victoria and Albert Museum, must from the nature of things be merely speculative, and it would be idle to attempt any estimate of the total value of all the collections. The Elgin Marbles to-day are beyond price : a little over a century ago—in 1816—they were purchased from Lord Elgin, who had saved them from crumbling and decay on their original site, for £35,000. Numberless instances could be given of the immense appreciation in the value of literary or artistic acquisitions, whether purchased out of public funds or presented by the host of generous benefactors to whose munificence the nation is so deeply indebted.

It may fairly be claimed that no better investment of public moneys has ever been made. From the inception of each Institution until the present day the total grants in aid of purchases and acquisitions have, we understand, not exceeded

£5,000,000. Not only have the objects thus acquired increased enormously in value, but they have doubtless played some part in attracting the princely gifts of private persons.

It is true that the money value of the National Collections is of secondary concern, their primary significance being educational in the widest sense; but we have thought it right to indicate this aspect because we think that any estimate of the capital wealth of the nation which ignores it is incomplete. Nor does it seem irrelevant to emphasise the national prestige which flows from the possession of treasures of incomparable magnificence. This factor is fully understood and has been made the most of in other countries where the commercial value of the visitor is fully appreciated. In this country the tendency has perhaps been too much to take the collections as a matter of course, without any adequate attempt to make the public aware of the outstanding quality and character of the national possessions. That such possessions should be housed and exhibited with dignity is of fundamental importance, and we regret that in too many cases the cabinet is unworthy of its contents. We deal with certain glaring defects of accommodation in this Report, leaving over general defects for consideration in our Final Report.

### **The Origin of the National Museums and Galleries.**

5. It may be well to describe briefly how Institutions which contain collections so remarkable came into being. The National Museums and Galleries have not developed in accordance with any pre-conceived plan. Each Institution has come into existence to meet some broad need, a need which has generally been anticipated by far-sighted individuals long before it was recognised as national. Indeed, from the earliest beginnings to the present day, the high level of excellence attained has been due as much to the initiative and munificence of private persons as to the intervention of the State.

6. **The British Museum.**—The first of the National Institutions to be founded was the British Museum which dates its statutory beginning to the year 1753. But the real founders of the British Museum were an Elizabethan antiquary, a Prime Minister of Queen Anne, and a Georgian physician who was also President of the Royal Society. The Collections of Sir Robert Cotton (1571-1631), of Robert Harley, Earl of Oxford (1661-1724), and Sir Hans Sloane (1660-1753) formed the basis of the Museum. The magnificent Cottonian collection of manuscripts in many languages, of coins and of medals, had been presented to the nation by Sir Robert Cotton's grandson in 1700, but it was not till 1753 that the Pelham Administration made due provision by Act of Parliament (26 Geo. II. cap. 22) for its maintenance. At the same time opportunity was taken to purchase for £10,000 the vast collection of manuscripts, charters and deeds which



had been accumulated by Harley and supplemented by his son.<sup>(1)</sup> The final impulse, however, to action by the Government was the will of Sir Hans Sloane, who had succeeded Sir Isaac Newton as President of the Royal Society in 1727. Sir Hans Sloane in the course of his long life had devoted himself to the formation of a Museum containing objects of art <sup>(2)</sup> and curiosities of all kinds, together with numberless Natural History specimens, which it was his wish should be kept together. For this purpose he desired his Trustees to apply to Parliament to pay the sum of £20,000 for the purchase of his Collection. The Collection in fact, as the Act itself points out, was even then "of much greater intrinsic value than the sum of £20,000." Horace Walpole was one of Sir Hans Sloane's Trustees, and in a typical letter to Sir Horace Mann, dated from Arlington Street, February 14, 1753, he thus refers to the famous Collection :—

"You will scarce guess how I employ my time; chiefly at present in the guardianship of embryos and cockle shells. Sir Hans Sloane is dead, and has made me one of the trustees to his museum, which is to be offered for twenty thousand pounds to the King, the Parliament, the Royal Academies of Petersburg, Berlin, Paris and Madrid. He valued it at four score thousand; and so would anybody who loves hippopotamuses, sharks with one ear, and spiders as big as geese! It is a rent-charge, to keep the fœtuses in spirits. You may believe that *those* who think money the most valuable of all curiosities, will not be purchasers. The King has excused himself, saying he did not believe that there are twenty thousand pounds in the Treasury. We are a charming wise set, all philosophers, botanists, antiquarians, and mathematicians; and adjourned our first meeting, because Lord Macclesfield, our chairman, was engaged to a party for finding out the longitude. One of our number is a Moravian, who signs himself Henry XXVIII, Count de Reus. The Moravians have settled a colony at Chelsea, in Sir Hans's neighbourhood, and I believe he intended to beg Count Henry XXVIIIth's skeleton for his Museum."

The Act of 1753 provided for the appointment of Trustees to have charge of the Cottonian, Harleian and Sloane Collections thus secured, together with such other collections and libraries as they should acquire, "which several Collections, Additions, and Library, so received into the General Repository, shall remain and be preserved therein for Public Use to all Posterity." Among the famous libraries subsequently secured, special mention

<sup>1</sup> This transaction was made possible by the approbation of Robert Harley's daughter-in-law, the Countess of Oxford, and his granddaughter and heiress, the Duchess of Portland.

<sup>2</sup> Visitors to the recent anniversary exhibition of Dürer's drawings and engravings at the British Museum will have appreciated their debt to Sir Hans Sloane in this respect alone: but the Dürer drawings represent merely a tithe of the Sloane collections.



should be made of the Royal Library largely brought together by Prince Henry, the elder brother of Charles I, increased by later Kings and presented to the Nation by George II in 1757; of George III's Library acquired from his son, George IV; and of Thomas Grenville's Library bequeathed in 1847. In order to finance the purchase of the Sloane and Harleian Collections, to furnish the General Repository and to maintain it, a sum of £300,000 was raised by public lottery. The prizes ranged from £10,000 to £10. Thus, by an enlightened decision—albeit by a financial method which has long since been abandoned—the Pelham Government completed the labours of three great private collectors, and an Institution was founded which has probably done more for research, for the advancement of learning, for the study of civilisations and of science, than any other single Institution of its kind at present existing in the world. It is noteworthy that this task was accomplished by the Government of the day at a time of financial stringency only five years after the exhausting War of the Austrian Succession. Indeed in 1748 a distinguished member of the Administration had given expression to the age-long lament that the country was not far distant from bankruptcy.<sup>(1)</sup>

**7. The British Museum of Natural History.**—From 1753 to 1880 the Natural History Collections of the British Museum remained at Bloomsbury under the same roof as the Collections illustrating the history of civilisation. Considerably prior to 1880, however, there had been a movement in the scientific world in favour of giving the Natural History Museum an independent existence.<sup>(2)</sup> In 1858, the year before the publication of *The Origin of Species*, Darwin wrote to Sir Joseph Hooker that he could see many advantages in withdrawing Natural Science from the “unmotherly wing of Art and Archæology,” but he thought the “contempt for and ignorance of Natural Science” so profound “among the gentry of England” that it would be unwise to try and let Science stand alone. The Trustees of the British Museum first proposed the removal of the Natural History Collections, which still remain under their administration, to South Kensington in 1860. But the Bill authorising this proposal was rejected in 1862. The erection of the new Museum was, nevertheless, begun in 1873, and an Act authorising the removal of the Collections was passed in 1878. The building was completed in 1880.

<sup>1</sup> A compendious account of the origin of the British Museum is given in the Act of Parliament 26 Geo. II. cap. 22. See also Edward's *Lives of the Founders*, 1570–1870, 2 Vols. 1870. The Walpole letter quoted will be found on pp. 142–143, Vol. III., of the Paget Toynbee edition of *Walpole's Letters*. The member of the Administration who was filled with such melancholy forebodings in 1748 was the Duke of Bedford. The memorandum (printed with the Evidence) submitted by Sir Frederic Kenyon, on behalf of the Trustees, in answer to the Commission's questionnaire gives a comprehensive survey of the Museum's organisation and character.

<sup>2</sup> Cf. the recommendations contained in the Report of the Royal Commission on Science, 1874.



The object of the Natural History Collections was and is to present a conspectus, arranged mainly on a systematic basis, of the realms of nature, and to provide materials for the study of the whole natural world, including the kingdoms of Zoology, of Botany, of Geology and Mineralogy.<sup>(1)</sup> In two of its departments, namely in the Department of Geology and in the Department of Botany, the Natural History Museum partially comprehends fields of enquiry covered by the *Museum of the Geological Survey* and by the *Royal Botanic Gardens, Kew*. In the case of Geology the spheres of the two Museums are perfectly distinct.

**8. The Museum of Practical Geology.**—The Geological Museum developed as the laboratory and exhibition of the Geological Survey of Great Britain, which was first set on foot in 1832. A place is necessary where the specimens collected in the field by the officers of the Survey can be arranged and studied, and where facilities exist for the comparison of specimens from different localities. The Museum illustrates in the main the stratigraphy and mineral resources of the British Isles, whereas the palæontological collections of the Natural History Museum are biologically arranged so as to illustrate the evolution of all forms of life in all parts of the world. Moreover, the Geological Survey and Museum are designed to assist the practical applications of geology to modern industry. The existing building was opened in the year 1851 by that great institutor and patron of Museums, the Prince Consort.<sup>(2)</sup>

**9. The Royal Botanic Gardens, Kew.**—The beginnings of the Royal Botanic Gardens, Kew, go back to the middle of the eighteenth century, the original founder being Princess Augusta, the widow of Frederick, Prince of Wales. Under the guidance of the Earl of Bute—Prime Minister and botanist—a Botanic Garden of some nine acres was started in the vicinity of Kew House. Princess Augusta's son, George III, assisted by Sir Joseph Banks, further developed the Gardens, which, however, languished after their death. It was not until 1840, following on the Report of a Committee appointed by the Treasury to inquire into the management of the Royal Gardens, that Kew

<sup>1</sup> The invaluable memorandum of the Royal Society submitted in reply to the Commission's letter gives a compendious exposition of the functions of the Natural History and other Science Museums; see Appendix I of this Report. For a detailed description of the Natural History Museum see the memorandum (printed with the Evidence) submitted by the Director, Mr. C. Tate Regan, F.R.S., on behalf of the Trustees. In a Memorial to the Chancellor of the Exchequer in 1858, signed by more than 120 eminent scientists, it was represented "that as the chief end and aim of Natural History is to demonstrate the harmony which pervades the whole, and the unity of principle, which bespeaks the unity of the Creative Cause, it is essential that the different classes of natural objects should be preserved in juxtaposition under the roof of one great building." (Parliamentary Return, No. 456, Session of 1858.)

<sup>2</sup> See the account of the origin and development of the Museum of Practical Geology, in Sir J. Flett's memorandum, submitted by the Department of Scientific and Industrial Research, in reply to the Royal Commission's Questionnaire; see also the reports of the Bell Committee, 1911-12. [Cd. 5625 and Cd. 6221.]



was made into a National Institution supported out of public funds. That Report was at pains to point out that the "wealthiest and most civilised country in Europe offers the only European example of the want of one of the first proofs of wealth and civilisation. There are many Gardens in the British Colonies and Dependencies . . . ; their utility is much diminished by the want of some system under which they could all be regulated and controlled . . . and yet they are capable of conferring very important benefits on commerce, and of conducting essentially to Colonial prosperity . . . A National Botanic Garden would be the centre around which all these lesser establishments should be arranged." Broadly, it may be said that Kew is devoted in the first instance to Imperial and economic interests and research, while the Department of Botany in the Natural History Museum is concerned mainly with research in pure science, and specially with the study of the flora of Europe and other parts of the world which are not dealt with by Kew.<sup>(1)</sup> The frontiers of study in the case of the two Herbaria, however, are not very clearly defined.

10. **The National Gallery.**—Three-quarters of a century passed after the foundation of the British Museum in 1753 before the next of the great artistic Institutions came into being. The effective founders of the National Gallery were the landscape painter and patron of Art, Sir George Beaumont, King George IV and Lord Liverpool. Sir George Beaumont was the intimate friend of Sir Joshua Reynolds, of Coleridge, of Wordsworth and Sir Walter Scott. Scott, indeed, thought Beaumont "an exquisite painter"<sup>(2)</sup> and to the disciple of Wordsworth his paintings are interesting as having afforded inspiration to some memorable poems. Writing in 1827, Haydon said: "Painting was his great delight. He talked of nothing else, and would willingly have done nothing else. His ambition was to connect himself with the Art of the country, and he has done it for ever. For, although Angerstein's pictures were a great temptation, yet without Sir George Beaumont's offer of his own collection, it is a question if they would have been purchased. He is justly entitled to be considered as the founder of the National Gallery."<sup>(3)</sup>

Sir George Beaumont had offered his collection of Old Masters to the British Museum in 1823, but the offer had been declined

<sup>1</sup> For an account of the origin of Kew see the Journal of the Royal Society of Arts, December 28, 1923, Vol. LXXII, Address by the Director, Dr. A. W. Hill, F.R.S. The function of the Department of Botany at the Natural History Museum is dealt with in the memorandum by Dr. A. B. Rendle, F.R.S., published with the evidence, and the functions of Kew in the memorandum and evidence of the Director (see as regards the Herbarium, Questions 246-250).

<sup>2</sup> Scott's *Journal*, January 3, 1827.

<sup>3</sup> See *Memorials of Coleorton*, by Professor W. Knight, Vol. I, p. xxxvii-xxxix.



"for want of a place to put it in."<sup>(1)</sup> The need for a National Gallery was first ventilated in the debate in the House of Commons on July 1, 1823, when reference was made, not only to the offer of Sir George Beaumont, but to the fact that the Angerstein Collection of pictures would be sold in the course of the next year. In the same debate it was pointed out that "for a country of such inordinate wealth and power as this to be without a Gallery of Art was a national reproach."<sup>(2)</sup> Subsequently, on April 2, 1824, the House of Commons voted the sum of £60,000 for the purchase and preservation of the Angerstein Collection. In the course of the debate on the resolution for the vote the Paymaster-General, Sir Charles Long, stated that the Angerstein pictures had been selected by the judgment of Sir Thomas Lawrence, "and appeared, on inspection, so exquisite to His Majesty, that he it was who had first suggested the propriety of purchasing them for the nation." The name of the Prime Minister of the day, Lord Liverpool, has hitherto been mainly identified with the far-sighted action of the Government in deciding to found a National Gallery in the difficult times following on the close of the Napoleonic Wars. It would seem, however, that posterity is indebted to King George IV., as well as to his first Minister.<sup>(3)</sup> The donation of Sir George Beaumont, who in 1824 had been made a Trustee of the newly-founded Gallery, took effect in 1826 and included masterpieces by Rembrandt, by Rubens, by Claude and by Wilson.<sup>(4)</sup> As the result of a series of great gifts and prudent purchases the reputation of the National Gallery has continuously increased. As long ago as 1888, Ruskin expressed the opinion that the Gallery was, "without question, now the most important collection of paintings in Europe for the purposes of the general student. Of course, the Florentine School must always be studied in Florence, the Dutch in Holland, and the Roman in Rome; but to obtain a clear knowledge of their relations to each other and compare with the best advantage the characters in which they severally excel, the thoughtful scholars of any foreign country ought now to become pilgrims to the Dome—(such as it is)—of Trafalgar Square."<sup>(5)</sup>

**11. The Victoria and Albert Museum.**—The Victoria and Albert Museum, the third of the great artistic Institutions to be

<sup>1</sup> See Sir Charles Long's statement in the debate in the House of Commons on July 1st, 1823: *Parliamentary Debates*, Vol. IX. (1823), p. 1358. Sir C. Long (1761-1838), afterwards created Lord Farnborough, was for many years Paymaster-General. He was made a Trustee of the British Museum in 1812 and of the National Gallery in 1824. "He was the personal friend of both George III and George IV, and assisted them with his taste in the decoration of several of the Royal palaces." (See *Dictionary of National Biography*.)

<sup>2</sup> *Parliamentary Debates* (1823), Vol. IX, p. 1357-1361.

<sup>3</sup> See *Parliamentary Debates* (1824), Vol. XI, p. 101-103.

<sup>4</sup> *The Making of the National Gallery, 1824-1924*, by Sir C. Holmes and C. H. Collins Baker, p. 5-6.

<sup>5</sup> See Ruskin's preface to E. T. Cook's *Handbook to the National Gallery*.



founded, dates its existence from September 6, 1852, when it was opened to the public as a "Museum of Ornamental Art," at Marlborough House. The need for such a Museum had long been foreseen. In 1836 the Select Committee of the House of Commons on Arts and their connexion with Manufactures had reported on the want of instruction in design among the "industrious population," and on the absence of public and freely open galleries containing approved specimens of art. The Committee pointed out that in many despotic countries "far more development has been given to genius, and greater encouragement to industry, by a more liberal diffusion of the enlightening influence of the Arts. Yet, to us, a peculiarly manufacturing nation, the connexion between art and manufactures is most important; and for this merely economical reason (were there no higher motive), it equally imports us to encourage Art in its loftier attributes; since it is admitted that the cultivation of the more exalted branches of design tends to advance the humblest pursuits of industry, while the connexion of art with manufacture has often developed the genius of the greatest masters in design."<sup>1</sup> Following on the Report of the Committee, a Normal School of Design was established in 1837, and in 1852, contemporaneously with the establishment of the Museum, a Department of Practical Art was created. It was from this Department, enlarged by a Science Division in the following year, that the Board of Education is partly descended. In 1857 the Museum was accommodated in a new building erected for it at South Kensington, and was opened by Queen Victoria on June 22 of that year. The present building was completed in 1909.<sup>2</sup> Its contents, as in the case of the other National Institutions, include countless gifts and bequests ranging from individual objects of rare beauty to the wonderful collection bequeathed by Mr. George Salting.

<sup>1</sup> The Select Committee's Report, 1836, p. iii.

<sup>2</sup> The Museums of the Science and Art Department (now the Board of Education) formed the subject of an enquiry by a Select Committee of the House of Commons in 1897 and 1898. As a result of the recommendations of that Committee the necessary funds (£800,000) were voted in March, 1898, for the building of the present Victoria and Albert Museum, together with the new buildings for the Royal College of Science in the Imperial Institute Road, now the Imperial College of Science and Technology. The Committee issued an Interim Report on the 21st May 1897. It was in this Report that they condemned the promiscuous and unsatisfactory buildings housing the Science and Art Collections on the South Kensington site. Para. 13 of that Report reads as follows:—

"This necessity of providing buildings suitable for the exhibition of the objects of Art and Science collected at South Kensington has been long under the consideration of successive Governments. Your Committee regard it as their immediate duty to lay before the House of Commons by means of an Interim Report their very strong opinion that permanent buildings for the adequate accommodation of the collections at the South Kensington Museum should be proceeded with without delay. They are of opinion that it will be a source of grave discredit to the country if the settlement of this matter, which has been the subject of consideration by Government for many years, and of endless correspondence between the Departments concerned, is any longer delayed."



The foundation of the Museum was the tangible outcome of a reaction against some of the results of the Industrial Revolution. As the memorandum submitted to us by the British Institute of Industrial Art points out, "the great mechanical inventions of the latter part of the eighteenth and early nineteenth centuries had snapped the thread of the old craft traditions, and the succeeding period was (and still remains) one of artistic anarchy which showed itself in a gradual deterioration in all forms of industrial art." The final impulse to the creation of the Museum was the great 1851 Exhibition of the Industry of all Nations.

Just as the British Museum had, in effect, grown up to meet the needs of the Learned and the Curious<sup>(1)</sup>—the Poet Gray and Horace Walpole had been among the first scholars to utilise its resources, while to Boswell it was "that noble Repository"<sup>(2)</sup>—so the Victoria and Albert Museum came into being to bring Art into contact with common life, and to inspire and educate the manufacturer, the craftsman and the wayfaring man.<sup>(3)</sup>

**12. The Science Museum.**—The Science Museum originated contemporaneously with the Department of Science and Art in 1852-1853, but it was not until the removal of the Department from Marlborough House to the South Kensington site in 1857 that the real existence of the Science Museum began. The Science Collections were, however, developed much more slowly than the Art Collections, and for the greater part of half a century the Museum formed the subject of endless Committees of Inquiry.<sup>(4)</sup> "We need not enlarge," says the Report of one of these Committees, that of 1884, "on the desirability that such a country as Great Britain should possess a thoroughly good and complete national collection of Scientific and Technical objects, any more than that it should possess a Museum of objects of Art or of Natural History. When it is considered how much the prosperity of the nation is bound up with industrial enterprises and occupations, and how largely these depend for their success on practical applications of Science, it needs no elaborate reasoning to prove that the public exhibition of well selected and judiciously arranged Scientific and Technical Collections, particularly when used in connexion with efficient courses of instruction, justifies its cost." Finally, as a result of the Report of the Departmental Committee presided over by Sir Hugh Bell in 1911-12, a comprehensive scheme for the development of the

<sup>1</sup> It is, however, notable that the Act of 1753 emphasises that the Museum was also intended "for the General Use and Benefit of the Public."

<sup>2</sup> See Gray's *Letters*, Vol. II.—p. 83-95 (Tovey's Edition); Walpole's *Letters*, Vol. VIII p. 197 (Paget Toynbee Edition); Boswell's *Life of Johnson*, Vol. I. p. 87 (Everyman Edition).

<sup>3</sup> For the Museum's general organisation and character see the memorandum submitted by the Board of Education printed with the evidence: also the Evidence of the Director, Mr. E. R. D. Maclagan, C.B.E.

<sup>4</sup> Notably in the years 1860, 1874, 1881, 1884, 1889, 1898, 1911-12.

Museum was evolved. According to this scheme the Museum will extend in three main blocks from Exhibition Road to Queen's Gate; towards the cost of the whole the Royal Commission for the Exhibition of 1851 have promised a donation of £100,000. A new chapter in the history of the Museum began when the Eastern Block, the first portion of the complete scheme, was opened by Your Majesty in March of the present year. Never before has it been possible to see in a proper setting the illustrations of Applied Science, the marvellous and ever-changing stream of inventions in Mechanical, Marine and Electrical Engineering, in Mining and Metallurgy, in Building Construction, in Physics and in Chemistry. Since the opening of the new wing it is noteworthy that the monthly attendances of the public have more than doubled.<sup>(1)</sup>

**13. The National Portrait Gallery.**—In 1856 specialisation in the development of the artistic Institutions was carried a stage further by the creation of the National Portrait Gallery, its original title being the British Historical Portrait Gallery. Not for forty years, however, was a permanent home provided for the Gallery on its present site next the National Gallery. Meanwhile the portraits forlornly roamed from George Street, Westminster, to South Kensington, and from South Kensington to Bethnal Green. Finally in 1889 Mr. W. H. Alexander made an offer to the Government to build a National Portrait Gallery at his own expense. The building cost £96,000, of which sum Mr. Alexander provided £80,000.<sup>(2)</sup> It was opened to the public on April 4, 1896.

**14. The Bethnal Green Museum.**—The Bethnal Green Museum is, in effect, an extension of the Victoria and Albert Museum in the East End of London. When the old iron buildings which housed some of the collections at South Kensington were being replaced by the more permanent buildings in the 1860's, it was proposed that the discarded iron buildings should be divided into three parts and should be offered to the local authorities in the north, east and south of London in order to assist in the formation of District Museums. Neither Finsbury nor Tower Hamlets showed any enthusiasm for the offer. Bethnal Green was more enlightened: a Committee arranged for the purchase of four and a half acres of land held under a charity dating from the reign of Charles II. Upon this site was placed the Bethnal Green Museum. It was opened on June 24, 1872, by Queen Victoria. In addition to objects of art, the

<sup>1</sup> The figure of public attendances at the Science Museum for the twelve months of last year was 709,000.

<sup>2</sup> See the Evidence of the Director, Mr. H. M. Hake, and the *National Portrait Gallery: Illustrated List*, Introduction, p. ix.



Museum contains the Animal Products Collection which was first formed for the Great Exhibition of 1851.<sup>(1)</sup>

15. **The Tate Gallery (The National Gallery of British Art).**—In 1889, Sir Henry (then Mr.) Tate offered to present to the nation his collection of modern British pictures. It was at first proposed by the Treasury that this collection should be housed in one of the existing exhibition buildings at South Kensington, where, by the Sheepshanks Bequest<sup>(2)</sup> of 1857, followed shortly afterwards by other notable bequests of pictures, a Gallery of British Art was already in existence. The plan of housing these pictures at South Kensington did not commend itself to Mr. Tate; his idea was that a separate Gallery should be provided "in which to place the works of the best masters of modern British Art—thus following the example of the French Government, which has the Luxembourg in which to exhibit the best works of modern French artists and which is recognised as one of the most popular galleries in Europe." Subsequently he approached Mr. Goschen, then Chancellor of the Exchequer, with an offer to erect at his own expense a Gallery of British Art, his own collection to form a nucleus for a permanent exhibition of modern British paintings. In 1893 the present site at Millbank was given by the Government, and upon it Sir Henry Tate at great cost built the first seven galleries of the noble structure named after him. In 1910 the Turner Wing, provided by the generosity of the late Sir Joseph Duveen was opened. Subsequently, the need for a Gallery representative of modern Foreign Art having been long recognised—the Curzon Committee called particular attention to this gap in the National Collections in their Report in 1915—the scope and character of the Tate Gallery were extended through the munificent provision made by the present Sir Joseph Duveen. This generous donor has recently offered a gallery for Foreign Sculpture.<sup>(3)</sup>

16. **The Wallace Collection (Hertford House).**—The Wallace Collection, containing priceless objects of art of almost every kind, was originally brought together by the Marquises of Hertford and by the legatee and relative of the fourth Marquis, Sir

<sup>1</sup> The Second Report of the Select Committee on the Museums of the Science and Art Department (1898) deals with the origin of the Bethnal Green Museum (p. 30–31); see also the memorandum forwarded by the Board of Education to the Commission (printed with the Evidence) and the Museum Guide, 1913.

<sup>2</sup> It was Mr. Sheepshanks' "primary object," as is clear from the terms of his gift, that his pictures and drawings should be used "for reference and instruction in Schools of Art now or hereafter placed under the superintendence of the (Science and Art) Department." The Royal College of Art has in fact long been in actual contiguity with the Victoria and Albert Museum. Appendix III of the Curzon Report (Report of the Committee of Trustees of the National Gallery, 1915, Cd. 7878) makes no mention of Mr. Sheepshanks' "primary object."

<sup>3</sup> A brief account of the origin of the Tate Gallery will be found in the introduction to the *National Gallery, British Art: Catalogue, etc.*, but this account has been corrected and supplemented here by reference to Treasury papers. See also the notice of Sir Henry Tate in the *Dictionary of National Biography*, Vol. XXII Supplement.



Richard Wallace.<sup>(1)</sup> The Collection, which thus represents the taste of a single family of eminent connoisseurs, was bequeathed to the nation by Lady Wallace on her death in 1897. The conditions of the bequest were that the Government should agree to provide a site for the Collection in a central part of London, that the Collection should always be kept together, unmixed with other objects of art, and should be styled the Wallace Collection. This princely bequest, then reputed to be the finest collection of pictures and objects of art in private hands in the world, was accepted by the Government, who purchased and adapted Hertford House in order that the Collection might continue to be preserved therein.<sup>(2)</sup> The Exchequer expenditure in connexion with the acquisition of the freehold and leasehold interests of the House, and on account of the necessary alterations, was approximately £128,000.

17. **The London Museum.**—The London Museum, like the Tate Gallery and the Wallace Collection, owes its origin to individual initiative and generosity. In 1911 private funds were placed at the disposal of Lord Esher and the late Lord Harcourt for the formation of a Museum to illustrate the history of London on the lines of the Musée Carnavalet in Paris. The exhibition was first opened in Kensington Palace and in 1913 was transferred to Lancaster House, the lease of which had been generously assigned by the late Lord Leverhulme to the Commissioners of Works.<sup>(3)</sup>

18. **The Imperial War Museum.**—The Imperial War Museum, instituted by decision of the War Cabinet on March 5, 1917, and subsequently established by Act of Parliament, was opened by Your Majesty on June 9, 1920, at the Crystal Palace. It was formed to collect trophies, maps, medals, posters, pictures and other material connected with the War. The Art record of the War was begun for propaganda purposes by the Department (afterwards Ministry) of Information in 1916. When the Ministry ceased to exist, the works of Art were transferred to the Imperial War Museum and constitute a remarkable collection of works by modern artists. In 1924 the Museum was transferred to South Kensington where it is at present accommodated in the building known as the Western Exhibition Galleries.

<sup>1</sup> The third Marquis of Hertford was the original of the Marquis of Steyne in Thackeray's *Vanity Fair*, and of Lord Monmouth in Disraeli's *Coningsby*. Sir Richard Wallace was reputed to be the natural son of the fourth Marquis, but the author of the notice of him in the *Dictionary of National Biography* suggests that "the truth may be that he was the fourth Marquis of Hertford's half brother and a late born son by an unidentified father of that nobleman's mother."

<sup>2</sup> For an account of the Wallace Collection see the memorandum submitted by the Trustees, the introduction to the Catalogue of the Collection (6th Edition, 1913), and the notices of the third and fourth Marquises of Hertford and of Sir Richard Wallace in the *Dictionary of National Biography*.

<sup>3</sup> See the memorandum submitted to the Royal Commission on behalf of the Trustees of the London Museum, printed with the evidence.



Owing largely to lack of space in its present quarters the exhibits of the Aeronautical Section were transferred to the Science Museum.<sup>(1)</sup>

**19. The Public Record Office.**—The Public Record Office, like the equivalent Department in Scotland, differs altogether in character from the other Institutions which fall within the Commission's Terms of Reference. It was established by Statute in the first year of Queen Victoria's reign with the object of placing under the charge of the Master of the Rolls the archives, then scattered about in many places, of certain Courts and Departments of State. The building in Chancery Lane, which was begun in 1851 and which has since been considerably extended, now contains what is believed to be the most complete and continuous collection of national archives in Europe.<sup>(2)</sup>

### The Scottish Institutions.

**20. The National Library of Scotland.**—What is now the National Library of Scotland was founded in 1682 by the Faculty of Advocates under the auspices of Sir George Mackenzie, then Dean of Faculty, who was known to Dryden as "that noble wit of Scotland," but to the Covenanters as "Bloody Mackenzie." For nearly a century and a half it was maintained out of funds supplied personally by members of the Scottish Bar, who have spent upon it from their own resources upwards of £250,000. From early days it was their enlightened policy to make the resources of the Library available to the public for the purposes of reference and research. Thomas Carlyle, in a letter dated from Cheyne Row, Chelsea, on April 3rd, 1874, called attention to the position occupied in the national life of Scotland by the Institution: "It is incomparably the best of all the libraries we have in Scotland, and in fact the only Library worth calling such, to which literary aspirants and known literary people, except connected with Colleges, have any practical admittance, an Institution which may to Scotland, in that respect, be called invaluable. My clear testimony therefore is, that essentially it belongs to Scotland at large—such the liberal practice of the Honourable Faculty whose property it especially is—and that it fairly deserves all reasonable help and support from whatever calls itself a Government in that country."

Notwithstanding Carlyle's "clear testimony," the Advocates' Library carried on without Government aid until 1922, when a grant of £2,000 was voted by Parliament. Its constitution and administration remained unchanged until 1925 when, by the

<sup>1</sup> See also the memorandum submitted to the Royal Commission on behalf of the Imperial War Museum Trustees, printed with the evidence.

<sup>2</sup> For the origin of the Public Record Office see the memorandum submitted by the Master of the Rolls in reply to the Commission's questionnaire, printed with the evidence.

passing of the National Library of Scotland Act, its entire contents, representing some 750,000 volumes, "with the exception of the Faculty's collection of law books, legal manuscripts and papers, the Faculty records and pictures and articles of furniture belonging to the Faculty," were transferred to the nation by the Faculty as a free gift, together with the Copyright privileges and the greater portion of the premises in which it was housed. The transference of the Library to the nation had, in fact, been rendered possible by a munificent benefaction from Mr. (now Sir) Alexander Grant, who in June, 1923, made a gift of £100,000 for its permanent endowment.<sup>(1)</sup>

**21. The Museum of Antiquities.**—The Museum of Antiquities began its existence in 1780 under the auspices of the Society of Antiquaries of Scotland which was founded in that year on the initiative of the eccentric but gifted Earl of Buchan. The Museum was originally intended to represent, not only the antiquities, but also specimens of the natural productions of Scotland. Its institution was strongly opposed by the Curators of the Advocates' Library, the Philosophical Society of Edinburgh, and the University, ostensibly on the ground of "overlapping." Despite their counter-petitions, however, the Society of Antiquaries obtained its charter in 1783. Sixty-eight years later (1851) it transferred to the nation its Museum which had by that time come to contain many valuable objects of antiquarian interest. The collections are now vested in the Board of Trustees established under the National Galleries Act of 1906, but their supervision and management still rests wholly with the Society of Antiquaries, to whose activities their steady and continuous growth from 1780 to the present day is almost entirely due. Since 1894 the Treasury has made a purchase grant of £200 per annum, and in 1919 an additional sum of £1,000 was voted as a special grant to meet the cost of expert treatment for the wonderful find of Roman silver plate from Traprain Law.<sup>(2)</sup>

**22. The Royal Scottish Museum.**—The Royal Scottish Museum came into being in the 1850's as the result of a strong movement of public opinion in favour of the establishment of a National Museum for Scotland. The Natural History Museum of the University of Edinburgh formed the main nucleus of the Museum. The University Museum, which had its origin in the eighteenth century, had been criticised by the

<sup>1</sup> An account of the history of the National Library of Scotland is given in a paper read by the present Librarian, Mr. W. K. Dickson, LL.D., at the Library Association Conference at Edinburgh, September 27, 1927, and published in the *Library Journal*, December 1, 1927. See also the memorandum submitted by the Board of Trustees and the evidence given before the Royal Commission.

<sup>2</sup> For the origin of the Museum of the Society of Antiquaries see *Account of the Institution and Progress of the Society of Antiquaries of Scotland* by William Smellie, Pt. 2 (Edinburgh, 1784). The transfer of the Museum to the nation is dealt with in the memorandum submitted to the Royal Commission, published with the evidence.



Scottish University Commissioners of 1826.<sup>(1)</sup> In 1854 the Town Council of Edinburgh, in whom the property belonging to the University was then vested, transferred the Collection to the Department of Science and Art. The Industrial Collections had been begun in 1851.<sup>(2)</sup> In effect, the foundation of the Museum was the outcome of the impulse given by the Great Exhibition of the Industry of all Nations which had so profound an influence on the development of Museums of Industrial Art throughout Europe.<sup>(3)</sup> It was, therefore, appropriate that the foundation stone of the permanent building should have been laid by the Prince Consort on October 23rd, 1861. The Museum now embraces collections which in England are represented by the Victoria and Albert Museum, the Science Museum and the Natural History Museum.<sup>(4)</sup>

**23. The National Gallery of Scotland.**—Parliamentary recognition of the need for a National Gallery for Scotland first found expression in 1850-51, when the beautiful building which houses the collections was begun, from designs by William Playfair. The Gallery was not, however, open to the public until nine years later. The works displayed came in part from the Royal Scottish Academy, in part from the Royal Institution, and from the 1835 Bequest of Sir James Erskine of Torrie. The administration of the Gallery was entrusted to the Board of Manufactures, a department of state which had begun its existence in 1727 and disappeared from the scene in 1906, its functions as regards the National Gallery being then transferred by Act of Parliament to a special Board of Trustees. From the time of its foundation to the present date, the National Gallery of Scotland has been enriched by many private benefactors.<sup>(5)</sup>

**24. The Scottish National Portrait Gallery.**—The Scottish National Portrait Gallery owes its foundation to the munificence of the late Mr. J. R. Findlay, who in 1883 and subsequent years presented to the nation the sum of £60,000, of which £50,000 was expended upon the building, and £10,000 was allocated to the endowment of the Gallery. At present the building also accommodates the Museum of Antiquities. The Portrait Gallery was first opened to the public in 1889, and is now administered by the Board which is responsible for the National Gallery.<sup>(6)</sup>

<sup>1</sup> *Museums, Their History and Their Use*, by David Murray, Vol. I, p. 156-159.

<sup>2</sup> Report of Select Committee on Museums of the Science and Art Department (Second Report, 1898), p. v-vi.

<sup>3</sup> *Industrial Art and the Museum*, by C. R. Richards (1927), p. 7-8 and p. 10.

<sup>4</sup> The general character and scope of the Royal Scottish Museum are illustrated in the Memorandum submitted by the Scottish Education Department and in the evidence of Mr. A. O. Curle, W.S., F.S.A., the Director.

<sup>5</sup> A list of benefactions and bequests is given on p. 10-25 of the Catalogue of the National Gallery of Scotland.

<sup>6</sup> The organisation of both the National Gallery and the National Portrait Gallery is described in the Memorandum submitted by the Trustees of the National Galleries of Scotland printed with the evidence.



25. **The Register House.**—The Register House, the Scottish equivalent of the Public Record Office, was created by a Royal Warrant, dated June 17th, 1765. The cost of the building—designed by Robert Adam—was in large measure met from the proceeds of the estates forfeited in the Jacobite Rebellion of 1745.

### **Development of the National Museums and Galleries during the Victorian Period.**

26. It will be seen from the brief account of their origin given in the preceding paragraphs how remarkable was the development of the National Institutions during the great Victorian period. In 1836 the Select Committee on Arts and their connexion with Manufactures had very good cause to lament the absence of public Galleries or Museums of Art: "In nothing have foreign countries possessed a greater advantage over Great Britain than in their numerous public galleries devoted to the Arts, and open gratuitously to the people. The larger towns of France are generally adorned by such institutions. In this country we can scarcely boast of any." (<sup>1</sup>) A great change has come over the scene since that time. Then only two National Institutions existed; to-day there are twenty, (<sup>2</sup>) while most of the principal provincial towns can boast of their Gallery or Museum. (<sup>3</sup>) It is, moreover, noteworthy that admission to the majority of the National Institutions and to nearly all the Provincial Institutions in this country is invariably free, whereas on the Continent fees are far more frequent, in curious contrast to the liberal practice which, according to the Select Committee, prevailed in 1836. (<sup>4</sup>)

### **The Work of the Prince Consort.**

27. In reviewing the evolution of the National Museums and Galleries during the Victorian period, historical justice requires that a special tribute should be paid to the Prince Consort, to whose inspiration and exertions the development is largely due, and particularly the development of the Museum quarter on the South Kensington site.

<sup>1</sup> Page v of the Report. The original members of the Committee included Sir Robert Peel, Lord John Russell and Bulwer Lytton.

<sup>2</sup> Nineteen Institutions are named in the Commission's Terms of Reference, but the National Galleries of Scotland comprise two separate galleries, the National Gallery and the National Portrait Gallery.

<sup>3</sup> Sir Henry Miers' Report on the Public Museums of the British Isles (other than the National Museums) recently published by the Carnegie Trustees, shows, however, that the distribution of the 500 provincial museums is curiously haphazard. See pp. 10, 14, 15 and App. II.

<sup>4</sup> For admission fees in the case of the seven National Institutions where they are imposed, see Appendix V. For the position as regards fees in the case of Provincial Institutions, see the Memorandum of the Museums Association published with the Evidence. For the practice in Foreign Countries (as regards their National Institutions), see the summary of replies therefrom.



On August 18, 1851, the Prince Consort wrote from Osborne to his friend, Baron Stockmar, the following letter :—

" I promised you, no doubt, not to embark in anything new after the close of the Exhibition, and I have moreover made up my mind to retreat into my shell as quickly as possible; but I am not free to choose as regards the considerable surplus with which we shall wind up. For its application I have devised a plan, of which I send you a copy herewith as first drafted."

The plan referred to by the Prince entitled " Memorandum by the Prince Consort as to the Disposal of the Surplus from the Great Exhibition of 1851," outlines to the Royal Commission, which under the inspiration of the Prince had organised the Exhibition, his idea of how the surplus derived therefrom could best be utilised. In the course of his memorandum the Prince says :—

" If I am asked what I would do with the surplus I would propose the following scheme :—

I am assured that from twenty-five to thirty acres of ground nearly opposite the Crystal Palace, on the other side of the Kensington Road, called Kensington Gore (including Soyer's Symposium), are to be purchased at this moment for about £50,000. I would buy that ground and place on it four Institutions, corresponding to the four great sections of the Exhibition—Raw Materials, Machinery, Manufactures and Plastic Art.

I would devote these Institutions to the furtherance of the industrial pursuits of all nations in these four divisions.

If I examine what are the means by which improvement and progress can be obtained in any branch of human knowledge, I find them to consist of four—(1) Personal study from books, (2) Oral communication of knowledge by those who possess it, to those who wish to acquire it, (3) Acquisition of knowledge by ocular observation, comparison, and demonstration, (4) Exchange of ideas by personal discussion."(<sup>1</sup>)

The Prince's plan was substantially adopted by the Royal Commission of the 1851 Exhibition. The site referred to, together with much adjacent land, was duly purchased. Upon that site(<sup>2</sup>) there have been erected, in the course of three generations, not only some of the greatest of the National Museums, the Victoria and Albert Museum, the British Museum of Natural History and the Science Museum, together with the Art and Science Libraries attached to those Museums, but a number of

<sup>1</sup> See Sir Theodore Martin's *Life of the Prince Consort*, Vol. II, 2nd edition 1876, pages 391, 392 and 569-573.

<sup>2</sup> Altogether 87 acres were bought by the Commissioners in 1852 and 1853.

other Institutions, among them the Imperial College of Science and Technology—embracing and extending the scope of the earlier establishments of the Royal College of Science, the Royal School of Mines and the City and Guilds College—the Imperial Institute (a large part of this building is at present occupied by the University of London), the Royal College of Music, the Royal College of Organists, the Royal School of Art Needlework, the Royal College of Art, all illustrating in their several ways the Prince's idea of an intellectual centre dedicated to the study and application of Science and of Art.

The greater part of the South Kensington site is now the property (either freehold or on a lease of 999 years) of the Government, having been acquired at various times from the Royal Commission for the Exhibition of 1851, to whose enlightened labours from that day to this gratitude is due.<sup>(1)</sup>

### **Development of the National Museums and Galleries and the Growth of Population.**

28. The development of the National Museums and Galleries in the course of the nineteenth century and since, though considerable, has not kept pace with the immense growth of population and the demand for opportunities for the study of Science and the Arts. In 1801, the total population of England and Wales was 8,892,536 persons; in 1921 the number was 37,886,699.<sup>(2)</sup> In Scotland the figures are 1,608,420 and 4,882,288 respectively.<sup>(3)</sup> The increase in the population of London, where the large majority of the National Institutions are centred, has been even more striking. In 1801, the area of the present administrative County of London contained 959,310 persons; in 1921, 4,484,523. For the Greater London area the figures are 1,114,644 in 1801, and 7,480,201 in 1921.<sup>(4)</sup> In the case of Greater London the population almost doubled itself in the fifty years between 1871 and 1921.<sup>(5)</sup>

### **Expansion of Educational Facilities to meet the Growth in Population.**

29. The National Museums and Galleries are essentially educational institutions, and it is not a little interesting to observe that, long before the State recognised its responsibilities in respect of elementary, secondary and university education, it had perceived the need for such institutions as the British Museum and the National Gallery. It was not until 1832 that any Exchequer grant was made in aid of elementary education. In that year the Whig Government, which carried the Reform Bill,

<sup>1</sup> For a summary of the work of the Royal Commission of 1851, see the memorandum from that body published with the evidence.

<sup>2</sup> Census of England and Wales, 1921. General Report, p. 12.

<sup>3</sup> Census of Scotland, 1921. Preliminary Report, p. 2.

<sup>4</sup> Census of England and Wales, 1921. County of London. Tables, Pt. 1, p. 1.

<sup>5</sup> The population of Greater London in 1871 was 3,885,641.



placed upon the Estimates presented to Parliament the modest sum of £20,000 in aid of the provision of school buildings. The first Government grant towards schools of a non-elementary character was made in 1841, when a small sum was set aside to assist in the formation and maintenance of Schools of Design in the manufacturing districts. This step was the outcome of the Report of the Select Committee of 1836 to which reference has already been made. The first English University to receive voted assistance was the University of London, which, with Government help, came into being in 1836. The Scottish Universities had, however, received aid before this date. From that time to the present day, and in particular since the beginning of the present century, the development of and the increased expenditure on elementary, secondary and university education have been remarkable. In 1903-04 the total cost to the Exchequer of the three categories in Great Britain was approximately £13,000,000, in 1913-14 £17,000,000, and in 1927-28 £50,000,000.<sup>(1)</sup>

### **Cost of the National Museums and Galleries and their utility.**

30. The total cost to the Exchequer of the National Museums and Galleries in 1927-28 (including administration, purchase grants, buildings and all allied services) was £1,155,000. In 1913-14 the comparable figure was £640,000, and in 1903-04 £534,000.<sup>(2)</sup> It will at once be perceived that the increase in the cost to the Exchequer of elementary, secondary and university education has been out of all proportion greater than the increase in expenditure on the National Museums and Galleries.

These figures merely confirm the impression which independently of them was borne in upon us at a very early stage of our inquiry, namely, that the National Museums and Galleries have for long been treated as the Cinderella of the Social Services. Taking into account the change in the value of money, the cost of these Institutions has hardly increased during the period of an entire generation. The whirligig of time has curiously revenged itself upon them. They began by being the first educational institutions which the Government thought proper to assist. They are now the last. Yet, without them, the educational fabric of the State would be quite incomplete. To the scholar they afford the indispensable material for study in almost every domain of learning, to the artist inspiration, and to industry the resources of science.<sup>(3)</sup> To the schoolchild they

<sup>1</sup> Detailed figures will be found in Appendix II.

<sup>2</sup> Detailed figures will be found in Appendix III.

<sup>3</sup> From the standpoint of commerce alone, the utility of the scientific institutions is insufficiently realised: the rubber industry owes a great debt to Kew, the mining industry to the Geological Museum, while the Entomological Department and other departments of the Natural History Museum benefit commerce through many channels of research. The Science Museum stimulates the inventor.

present the outward and visible explanation of what he has been taught in books. To the general public they offer edification and instruction. The annual attendances at the National Museums and Galleries last year were over 7,500,000, of which nearly 6,000,000 were made to those Institutions within the Administrative County of London.<sup>(1)</sup>

It will be observed that the evidence from the representative Outside Bodies whom we consulted is not only unanimous in recognising the great services rendered by the National Institutions, but in urging the eminent desirability of extending those services. Our conclusions on these representations, which, if carried into effect, would inevitably mean an increase in expenditure, we postpone to our Final Report. Meanwhile we must record our impression that, if ways and means were available, the utilization of the resources of the National Museums and Galleries could be very greatly extended to the benefit of the nation as a whole. In present circumstances it is difficult not to feel, whether from the standpoint of material or of spiritual values, that the immense capital represented by the National Collections is not bringing in the maximum return.

### **The Immediate Needs.**

31. The needs of certain of the Institutions, to which we refer in detail hereafter, have inevitably been accentuated by financial stringency following on the War. We are fully conscious of the great burdens falling upon the Exchequer at the present time, as a consequence of the War and of the social measures which have succeeded it. Nevertheless—and we say this with particular regard to paragraphs 3 and 4 of our Terms of Reference—we believe that it would be disastrous, both from the standpoint of the educational needs of the country and of the national prestige, if the Collections, the splendour of which we have emphasised, were not adequately maintained. In our judgment economy has already been pushed beyond the point of prudent administration.

In the paragraphs describing the origin of the Institutions it has been made clear how great a part has been played by enlightened and munificent individuals. From the information before us in respect of a number of the Institutions, we estimate that the present great capital value of the national possessions is accounted for to the extent of at least one-half by the generosity of private donors, whose benefactions have been continuous from the inception of the Institutions to the present day. In the case of the British Museum during the past five years the value of private gifts has been on the average in the neighbourhood of £40,000 a year as compared with the purchase grant of £25,000; while, in the case of the Victoria

<sup>1</sup> See Appendix IV. The attendances at Kew, which is outside the Administrative County, numbered 1,078,088.



and Albert Museum, the annual value of gifts has averaged £24,000 as compared with the purchase grant of £16,000. Moreover, the National Art-Collections Fund has, since it began in 1904, collected sums amounting to over £10,000 a year and has enriched the Museums and Galleries by its constant benefactions.

The generosity of private donors has not been confined to gifts of objects of art, literature, or science. The buildings of the Tate Gallery, of the National Portrait Gallery, of the London Museum, of the Scottish National Portrait Gallery, of the Museum of Antiquities, have all been provided by private citizens, while the British Museum and the National Gallery have benefited substantially by gifts and bequests for the erection of particular galleries. We understand that Sir Alexander Grant, whose gift of £100,000 in respect of the endowment of the National Library of Scotland has already been mentioned, has recently contributed a similar sum towards the cost of the proposed new building for the Library.

We think it desirable to call special attention to the great part played by generous citizens in the development of the National Museums and Galleries because we hope that other wealthy and public-spirited citizens may be induced to follow in the footsteps of their predecessors. The National Museums and Galleries are the most attractive of the Departments of State. They minister to the needs of humanistic and scientific culture, of industrial research and enterprise, of numberless students, amateurs and collectors. They afford pleasure to a great portion of the population. Those who assist them bestow immediate benefits upon their contemporaries, obtain honour for themselves, and are remembered with lasting gratitude by posterity.

We proceed now to deal with those Institutions whose requirements we regard as urgent.

**32. The British Museum.**—The problem of outstanding urgency in the case of the British Museum is that of the Library. It is clear that, if the Library is to be kept up to date and to maintain its position as the most effective institution of its kind in the world, it cannot stand still. The intake is in point of space roughly equivalent to one mile of additional shelving per annum. This intake of literature of all kinds is the result mainly of the operation of the Copyright Acts,<sup>(1)</sup> but also of the necessity, if the efficiency of the Library is to be maintained,<sup>(2)</sup>

<sup>1</sup> Thus, clause 15 (1) of the Copyright Act, 1911, requires the publisher of every book published in the United Kingdom, within one month after publication, to deliver at his own expense a copy of the book to the Trustees of the British Museum who shall give a written receipt for it. Under clause 15 (7) the expression "book" is given the widest possible interpretation so as to include pamphlets, sheets of letterpress, sheets of music, etc., etc., etc.

<sup>2</sup> The extent to which the Library is utilised by students may be seen from the following figures of the number of visits to particular departments in 1927:

(i) Reading Room	...	...	...	...	182,214
(ii) Newspaper Room and Hendon Repository	...	...	...	...	17,396
(iii) Department of Manuscripts	...	...	...	...	10,402



of purchasing a large number of foreign books and periodicals. We do not propose in this Report to discuss at length the problem of the Copyright Acts, because, although we have received much evidence on the subject, we feel it would be premature to formulate our final conclusions. Nevertheless, in reference to this problem, we feel it necessary to point out that the opinion of the Learned Bodies we have so far consulted is decisively against any amendment of that clause of the Act which requires the British Museum to receive a copy of every publication.<sup>(1)</sup> Even if amendment of the Copyright Acts were held to be desirable from any point of view it is clear that such amendment could not do more than diminish the rate of growth. A reduction of more than one-fifth of the annual increment is out of the question. Nor from the standpoint of economy is it apparent that such a reduction would prove economical; prior selection or subsequent elimination would be involved, and either course would mean a skilled staff of selectors or eliminators.<sup>(2)</sup> These might cost more than the economy achieved in diminished shelving. The problem is not a new one. In 1900 the Government introduced a Bill to enable the Trustees (a) to deposit copies of local newspapers with local authorities, and (b) to destroy matter which might be held to be of no value. The Bill was withdrawn in face of opposition, and the final outcome of this effort to deal with the problem was the establishment of the Newspaper Repository at Hendon.<sup>(3)</sup>

We have felt it necessary to make these preliminary observations relative to the question of the Copyright Acts because otherwise it might be thought that we had ignored a vital factor in the problem of future accommodation for the Library and Newspaper Department. Actually the situation to-day at Bloomsbury is such that immediate steps are necessary to meet it, quite independently of any amendment of the Copyright Acts.

Briefly the position is as follows. The large circular Reading Room in the centre of the Museum is surrounded by what is known as the Iron Library, constructed in four great quadrants, the whole structure dating from 1854-1857. In anticipation of congestion, a scheme was proposed in 1920 by the Office of Works, approved by the Treasury and carried into effect in 1923, when an additional storey was added to one of the quadrants.

<sup>1</sup> See the memorandum of the British Academy, of the Society of Antiquaries and of the Royal Historical Society, published with the volume of memoranda and evidence which accompanies this Report: see also the letters from the Rt. Hon. H. A. L. Fisher and Mr. J. W. Headlam-Morley.

<sup>2</sup> See on this point the observations of the Royal Historical Society in their memorandum.

<sup>3</sup> See Sir F. Kenyon's memorandum and evidence, answer to question 734; also the Debate in the House of Lords on 1st May, 1900, and the Debate in the House of Commons on 28th June of that year. In the course of the latter Debate Mr. John Morley said, "I am afraid, from all the signs that one may read in the Parliamentary sky that it is by no means likely to be an unopposed measure, but that, on the contrary, it will give rise to a great deal of contention." Mr. A. J. Balfour: "Hear, hear."



It was intended to deal similarly with the other quadrants, but subsequent examination by the Office of Works led to the conclusion that further addition to and loading of the existing structure would be dangerous. Moreover, the Office of Works have advised the removal of over 250 hanging presses to reduce the loading, already held to be excessive: these presses had been added to the bookstacks as a means of relieving the ever increasing congestion. The books from the presses number some 88,000, and at present there is no suitable accommodation for them. Meanwhile the annual inflow continues and is being met by various makeshift expedients.

We have examined a number of alternative schemes in consultation with the Authorities of the Museum and with the Chief Architect of the Office of Works, Sir Richard Allison, whose help throughout our inquiry has been invaluable. The scheme which commends itself to us in all the circumstances as best calculated to serve the cause both of efficiency and of economy may be summarised as follows.

(1) In the first place the advantages of the present concentration of book storage accommodation round the central Reading Room can hardly be disputed. Such concentration is essential to celerity of service and to efficiency of administration. So far as the Main Library is concerned, there is no difficulty in maintaining this concentration because the site already affords facilities for it. With a suitable scheme of reconstruction it is possible to provide for the needs of the Library on the present intake of literature for a period approaching a century. Such a scheme of reconstruction has been prepared for us by the Chief Architect of the Office of Works and provides, in brief, for the reconstruction of the four existing quadrants in four floors with annexes, each quadrant being so constructed as to be capable of carrying two additional floors as and when required in the remote future. Reconstruction in four floors would provide at the present rate of growth for the needs of half a century. The cost of such a scheme would be approximately £205,000, spread over a period of from twelve to fifteen years. Its completion would not only meet future needs with due foresight, but would go far to minimise risk of fire. We have been informed by the Principal Librarian of certain recommendations made for this purpose by the Chief Officer of the London Fire Brigade. The proposed reconstruction will enable effect to be given to these so far as the Library is concerned, while in the opinion of the Office of Works temporary measures of protection could be arranged after further consultation with the Chief Officer. Should any such measures be considered necessary by the various authorities concerned, we recommend that they should be carried out.

(2) The scheme of reconstruction of the Iron Library described above would meet in a satisfactory way the needs of the future, and we think it should be set in hand as soon as possible and



progressively carried out. As we have already stated, it would probably take some twelve to fifteen years to complete, allowing for the necessary intervals to deal with the displacement of books. Meanwhile provision for present needs and for books from the first section of the main Library to be reconstructed must be made at the earliest possible moment. This can be done simply and economically, namely (a) through full utilization as book-stores of the two supplementary rooms contiguous to the Iron Library by constructing in them two grid floors at a cost of £8,500, and (b) by the construction of the new permanent annex to the south-eastern quadrant, in advance of the general reconstruction, at a cost of £11,000.<sup>(1)</sup> In this connexion it should be explained that the addition of annexes to the four quadrants forms a permanent feature of the scheme for the reconstruction of the Iron Library in order that the site area available may be fully utilized. The annexes will permanently increase the amount of space available for book storage. The conversion of the two supplementary rooms into book-stores and the construction of an annex to the south-eastern quadrant will provide accommodation for the annual intake of books, as well as accommodation for the books displaced from the south-western quadrant pending the reconstruction of that quadrant under the scheme already described.

(3) There remains the Newspaper problem. The Repository at Hendon, to which reference has already been made, has hitherto provided only for the provincial newspapers. Since 1925 the Repository has been full, and the annual accretion of these newspapers has had to be provisionally stored at Bloomsbury in the basement of the King Edward VII building. That basement, together with a moderate amount of storage elsewhere in the building, already holds the London newspapers, including Parliamentary papers, and the Colonial and Foreign Papers. In addition there is at Bloomsbury the Newspaper Students Room. The Museum Authorities have proposed to us that the time has come when the interests of the Museum as a whole would be served, as well as the convenience of newspaper readers and students, if the Newspaper Department in its entirety were removed to Hendon.<sup>(2)</sup> So far as the convenience of the reader is concerned, it must be borne in mind that under the present system he has normally to wait from two to nine days for the papers he requires since the volumes are only brought up from Hendon once a week by motor van. If the Newspaper Students Room were accommodated there instead of at Bloomsbury, the student would have access to any newspaper within a few minutes and without previous notice. Hendon is

<sup>1</sup> This sum is included in the amount of £205,000 given in paragraph 32 (1).

<sup>2</sup> The Museum Authorities suggest that, if the transfer is made, it would be wise to retain at Bloomsbury (i) the complete files of "The Times"; (ii) papers published before 1800 (occupying about 50 presses); (iii) English Parliamentary papers, Blue Books, etc.



now easily accessible by electric railway and omnibus. The principal advantages to the Museum as a whole resulting from this scheme would be; (i) that the space at present occupied by the Newspaper Students Room and by the adjoining storage accommodation would be available for the congested Department of Oriental Printed Books and MSS.; and (ii) that the basement of the King Edward VII building would be available for purposes of storage or for the temporary relief of congested departments of the Museum.

The cost of providing accommodation at Hendon (where ample space is available) for the Newspaper Department and Reading Room transferred from Bloomsbury would, we understand, be in the neighbourhood of £43,000. In addition, provision to meet the intake for, say, the next 25 years would cost some £27,000.

In summary our recommendations are, therefore, as follows:—

(i) The two supplementary rooms should be immediately converted into book-stores and an annex to the south-eastern quadrant should be built, the total cost being approximately £19,500.

(ii) Building at Hendon should be begun forthwith with a view to the concentration there of the whole Newspaper Department; the total cost of this part of the scheme would be £70,000, of which £20,000 should be provided in the course of the next financial year.

(iii) The reconstruction of the Iron Library should be begun as soon as possible and should be progressively carried out over a period of from 12 to 15 years; the first portion of this scheme to be undertaken would be the provision of the annex to the south-eastern quadrant just referred to.

We believe that our proposals summarised above, which are estimated to cost in all about £283,500, spread over 12 to 15 years, are considerably more economical than those which were under discussion prior to our investigations. Expenditure estimated at £78,000 to provide two additional storeys to the quadrants will be deferred for 50 years or so. Moreover, we are of opinion that, if our proposals are carried out, the expense of encasing the cast-iron supports to the dome of the Reading Room, forming a second ring wall, a step involved in a previous suggestion, need not be incurred.

We have confined ourselves here to the question of the Library because the solution of that question admits of no delay. At the same time we feel bound to point out that the congestion in the Department of Ethnography is very serious. The display galleries for these invaluable collections, as well as the storage allotted to them in the general basement of the building, are at present filled to saturation. Indeed, we are in agreement with the Council of the Royal Anthropological Institute when they emphasise "the fact that the present position of Ethnography in the National Museums of London is a grave reproach to our

standing among other nations." As the Council of that Institute also observe, "this subject is given less attention in the capital city of the British Empire than it is in countries which have far fewer responsibilities, or even none at all, towards uncivilised and alien peoples."<sup>1</sup> We shall revert to this question in our Final Report.

**33. The British Museum of Natural History.**—(1) In the memorandum submitted to the Royal Commission by the Director of the Natural History Museum on behalf of the Trustees, very particular attention is devoted to the question of accommodation. The representations there made might be summarised as follows:—

(i) The Museum is in general congested in all its departments and sub-departments, the sole exception being the New Spirit Building; this provides room, not only for the collections which it was originally planned to contain and which it now houses, but also for such expansion of these collections as can reasonably be anticipated during 25 years and possibly longer. "Among these collections alone in the Museum is there no congestion."

(ii) The immediate and urgent needs of the Museum are (a) increased accommodation for the Department of Entomology, (b) a new room for the exhibition of Whales.

(iii) The exhibition galleries are overcrowded and more space is needed for exhibition purposes.

(iv) It would be sound policy to regain the valuable exhibition space used for the storage of mammals and birds "by removing these collections to new buildings of the type of the New Spirit Building, where convenient studies would be available for the staff and others working on the collections, and room for the expansion and proper arrangement of the collections would be provided."

(v) The General Library and Departmental Libraries are congested and inconvenient.

(vi) The preponderating importance of the research aspect of the Museum ought to be borne in mind whenever any considerable extension of the Museum is taken in hand.

(vii) A Lecture Theatre is an important need.

In our judgment the accommodation claims of the Museum Authorities, as summarised above, are substantially justified. As the Royal Society point out in the memorandum which they submitted to us: "The function of the Natural History Museum is not merely to display such representative specimens of its collections as will attract and educate the interest of the public

<sup>1</sup> See the memorandum and evidence of the Council of the Royal Anthropological Institute.



visitor, but to house safely, to classify, to identify and to investigate the vast and growing mass of specimens which provide the standard for national and imperial reference on all questions of systematic biology." In its present congested condition the Natural History Museum is unable adequately to fulfil its function, and we agree with Sir Arthur Keith, who gave evidence before us on behalf of the Royal Society, that the need for remedying the present condition of things is urgent.<sup>1</sup>)

The problem before us has been how best to meet the needs of the Museum from the standpoint of its function as defined above, and at the same time to reconcile those needs as well as may be with present financial exigencies.

### *The Site.*

(2) Plans for the future extension of the Natural History Museum have hitherto envisaged the continuation of the present building by an Eastern and a Western Wing. The northern portion of the Western Wing has in fact already been begun, and consists of the first section of the New Spirit Building. The northern portion of the Eastern Wing will in due course comprise the new Geological Museum with which we deal hereafter. If the Eastern and Western Wings were to be continued and completed, expensive double-frontages would be involved, and the total cost of building would, we understand, be not less than £600,000.

In this connexion it should be noted that the North Side of the Museum is occupied by a number of temporary buildings, by sand pits and fan chambers, and by a building known as the Old Spirit Room. Other parts of the area are not occupied at all. In short, the North Side of the Museum is not only in our view misused from the standpoint of waste of space but presents a spectacle of disconnected buildings, distinguished mainly for their ugliness and squalor.

We find that on this site there could in due course be erected a self-contained block of buildings providing a total area of 75,600 square feet. If the whole of this block were built (as shown in Plan 1 annexed to this Report) the Old Spirit Room and some at least of the temporary buildings referred to above would have to come down. In their place could be provided, not only ample accommodation for the exhibition of Whales and their study, already mentioned as an urgent need, but top-lighted galleries, Library and Refreshment Rooms, a Staff Common Room, etc., affording substantial relief to the general congestion of the Museum. The contents of the Old Spirit Room would under this scheme be accommodated in an extension of the New Spirit Building referred to in paragraph (3) below. The cost of the whole block when completed is estimated at £158,000, but as

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<sup>1</sup> See Sir Arthur Keith's evidence, answers to questions 1669-1674.

will be seen when we come to deal with the Whale Room we regard only a portion of this as immediately urgent.

### *The Entomological Department.*

(3) The first and most urgent requirement is to relieve the intolerable congestion in the Entomological Department, at present situated in the front basement of the west side of the Museum and largely housed in what should be corridors. No department is more used by investigators, and in none is the working space more inadequate, consisting mostly of tables, cramped among cabinets wherever there is a window available. The reserve collections are overflowing.

The immense importance, from a purely economic aspect, of Entomology (embracing the study of insect pests) hardly needs emphasis. We have been furnished by the Empire Marketing Board with correspondence which has passed between them and the Ministry of Agriculture and Fisheries, the Colonial Office, the Imperial Bureau of Entomology (which has its headquarters in the Museum) and the Medical Research Council. The representation as to the urgent need for increased accommodation available for the Entomological Department of the Museum contained in this correspondence is unanimous. As the Director of the Imperial Bureau of Entomology points out: "It is not generally appreciated how directly dependent is economic entomology upon that side of the pure science which is concerned with the classification of insects and the description of new species—the principal function of a Museum."

Here, as in other departments of the Museum, the new accommodation required is for proper storage-space for the reserve collections and, adjoining it, a series of workrooms for the staff and those who come to study the collections. These rooms should each serve one section of the collections, with good window space for microscopic work. This is the principle on which the portion of the New Spirit Building already in existence was designed.

An appropriate site for the Building would be on the western side of the Museum contiguous to the rooms now assigned to Entomology. As shown on Plan 1 annexed to this Report, it would run back from the Tower and, when complete, link up with the New Spirit Building recently erected. The total cost of such a block would, we understand from the Office of Works, amount to £95,000. But in the first instance present requirements would be satisfied by the provision of half the building at a cost estimated as £50,000. The site in question, however, is now occupied by the Whale Room, a temporary galvanised-iron building erected some 30 years ago, the removal of which has long been in contemplation and is regarded both by the Trustees and by ourselves as urgently required.



On the removal of the Old Spirit Room, as contemplated above, an extension of the New Spirit Building to the west will be needed to house its contents. The ground for this extension is now vacant and we understand that, in order to relieve the congestion in the Entomological Department, the Empire Marketing Board made in December last a grant to the Museum authorities within a maximum of £30,000, on condition that it be expended on an extension of the New Spirit Building to be used in the first instance to house the excess of the Entomological Collections until the appropriate Building can be erected adjacent to the present Entomological Department. This extension is now in progress. On the completion in the future of the first half of the proposed block for Entomology the Collections temporarily housed in this extension to the New Spirit Building would be removed to it, and the space thus set free would become available for the contents of the Old Spirit Room. To house these completely, a small further addition to the extension would be necessary.

#### *New Whale Accommodation.*

(4) A new room for the exhibition of whales, with a basement beneath to provide space for the study series, is an equally urgent need. The present galvanised-iron building is most unsatisfactory as an exhibition gallery and affords no facilities for the staff and for study. In this Department also of the Museum scientific investigation and economic interests are inseparable. Thus, the results of the voyage of the Royal Research Ship "Discovery" in the Antarctic are now being worked out in a temporary building adjoining the Museum. "As the result of the work of this ship on the movements and habits of whales it is hoped to take effective measures to prevent their extinction and the threatened ruin of the whaling industry."<sup>(1)</sup> We consider, in all the circumstances, that a new Whale Room with adequate facilities for exhibition, for study and for storage is an urgent requirement. We further consider that the most suitable and economical situation of the new Whale Room would be on the north side of the Museum in the block already described in paragraph (2). But in the first place it would only be necessary to provide half of the accommodation for whales that is ultimately contemplated. The cost of this first half would, we understand, not exceed £34,000.

At this point it will be convenient to summarise the financial implications of our proposals in respect of new Entomology

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<sup>1</sup> See the memorandum submitted on behalf of the Trustees of the Natural History Museum, printed with the Director's evidence, and also the memorandum by Mr. M. A. C. Hinton, Deputy Keeper of the Department of Zoology.

accommodation, new Whale Room accommodation and an extension of the New Spirit Building. These are as follows :—

	£
(a) Half Entomology (Western Block) ... ..	50,000
(b) Half Whale Room accommodation (Northern Block) ... ..	34,000
(c) New Spirit Building extension... ..	49,000
Total ... ..	<hr/> £133,000 <hr/>

From this figure of £133,000 falls to be deducted the grant of £30,000 which has already been made by the Empire Marketing Board, so that the total amount of new money to be found for these purposes is represented by £103,000.

*Relief of congestion in the Department of Geology.*

(5) Next in order of urgency we consider to be the relief of congestion in the Department of Geology. At first it appeared to the Commission that the commencement of a part of the Eastern Wing would be necessary at an estimated cost of some £74,000. Further consideration, however, has led us to propose a plan by which we believe that any further building on the eastern side can be postponed for a considerable time. Many geological specimens in the reserve collections consist of very large and heavy bones of extinct mammals, reptiles, etc., which would be conveniently housed in the basement. At present the eastern half of the basement of the Museum is so inconveniently constructed and so badly ventilated that it has never been fully utilised. We thought it our duty to explore all possibilities for the better use of the existing building before beginning any external additions to it. The Western half of the basement is fully used by the Zoological Departments, but there is still unused space in the eastern half. We believe that the scheme for the extension of the Geological Department proposed in a Report made to us by Sir Richard Glazebrook and Sir Henry Miers in consultation with the Museum Authorities will meet the needs of the Department for some time to come. It involves not only some reconstruction in the basement, a scheme of ventilation, the furnishing of a lift and small crane and some special fittings, but also a large increase of storage space by means of galleries in existing workrooms on the south side of the Museum, the construction of new workrooms on the north side of the main floor, and the conversion of one, if not two, of the present fossil exhibition galleries into storage space for reserve collections. The total ultimate cost of this scheme would, we understand from the Chief Architect of the Office of Works, not exceed £30,000; and of that part of the scheme which we think should be set in hand at the earliest possible moment, £20,500.



(6) It will thus be perceived that the net cost of our recommendations in respect of the most urgent needs of the Natural History Museum amounts approximately to about £123,500 (£103,000 in respect of Entomology, Whale Room and the New Spirit Room extensions plus £20,500 in respect of Geology), while the total cost of our recommendations would not involve expenditure exceeding £247,500.<sup>(1)</sup> This scheme postpones for a considerable period the need for the completion of the Eastern and Western Wings. The construction of those wings will no doubt be required some time in the future; meanwhile we consider that our suggestions will go far to relieve the present congestion of the Museum, to further the cause of biological study and to improve the facilities for the public.

**34. The Museum of Practical Geology.**—(1) On the 26th April, 1898, the Select Committee on the Museums of the Science and Art Department unanimously recommended in their First Report "that the Geological Museum in Jermyn Street be no longer occupied for the same purposes as now; and that the Collections there exhibited be removed to the west side of Exhibition Road and made part of the Science Collections." The recommendation was not carried out, and in 1911 the Departmental Committee on the Science Museum and the Geological Museum (generally known as the Bell Committee) again took the matter up. This Committee reported that the Geological Survey and Museum of Practical Geology were cramped by the limitation of the Jermyn Street building, and that the Survey Office and the Museum should be kept together in a separate building and should be transferred to South Kensington in immediate proximity to the other great Museums there. The Committee expressed the belief that, taken in conjunction with an enlarged and re-organised Science Museum, such a step would be "of incalculable benefit alike to intellectual progress and to industrial development."<sup>(2)</sup> In a subsequent Report in 1912 the same Committee approved of a scheme for the erection of a building on the Natural History Museum site to form part structurally of the Natural History Museum and to be brought into direct communication on its north side with the Science Museum. They were further of the opinion that there was no unnecessary overlapping with either of those Museums. Thirty years have now elapsed since the Select Committee reported to the House

<sup>1</sup> i.e. £103,000 in respect of half Whale Room, half Entomology and Spirit Building extension; £124,000 in respect of the rest of the Northern Block (less half Whale Room); £20,500 in respect of the Department of Geology.

<sup>2</sup> In a letter addressed to the Commission by the Institution of Mining and Metallurgy on the 20th February, 1928, the industrial utility of the Museum is succinctly summarised: "The Museum is one of Practical Geology and as such is of valuable service to engineers engaged in mining and quarrying; in water supply and in engineering works involving excavation, tunnelling and support of structures; also to metallurgists; and last but not least to students." (See this document published in the volume of evidence and memoranda.)



of Commons, and still the Geological Museum remains in Jermyn Street under conditions quite deplorable and indeed dangerous. The roof, which is in a dilapidated condition, is at present supported by a massive temporary wooden structure, which renders a great part of the exhibition space quite unsuitable, and the walls are developing serious signs of weakness. Tenure of part of the adjoining premises occupied by the Geological Survey staff will expire in 1932. The progress of the Survey is greatly hampered by the congested conditions under which scientific men have to work. The general public, whose attendance before the War numbered over 50,000 a year, appear to have been so discouraged by the constant closing of the building for structural repair that their attendance dropped in 1927 to about 21,000.

(2) We are of opinion that the site designated for the Museum by the Bell Committee, which lies at right-angles to the north east corner of the Natural History Museum, contiguous to that Museum, the building being connected with the Eastern Block of the Science Museum by a bridge, is in every way appropriate.<sup>(1)</sup> The situation of the Museum here has been endorsed by all the Government Departments concerned.<sup>(2)</sup>

(3) We have very carefully considered the question of the character and cost of the proposed Museum, and have examined various alternatives. In all the circumstances the scheme which we unanimously recommend for adoption is that originally outlined by the Bell Committee, as subsequently modified by the Office of Works in consultation with the Museum authorities. The proposed building will consist of four floors with a basement beneath. The gallery or exhibition space will be on three floors, while the top floor will be reserved solely for research by the staff of the Survey and by students. A top-lighted roof and central well will give the maximum amount of light to all these floors. As at present contemplated, the exhibition on the ground floor will illustrate general principles and accommodate large specimens. The first floor will illustrate Stratigraphical Geology, the second floor the economic aspects of geology, while the top floor, as already stated, will be reserved for study and for the reserve collections; this latter floor will, in fact, owing to the absence of exhibition cases, accommodate three times as much material as the rest of the Museum. The proposed arrangement, which provides for less, though better-designed display

<sup>1</sup> For the position of the Geological Museum see Plan 1 (attached to this Report) of the Natural History Museum site.

<sup>2</sup> The Treasury, Office of Works, Department of Scientific and Industrial Research, and the Trustees of the British Museum. In an answer given in Parliament on the 22nd December last, referring to urgent representations made by us to the Chancellor of the Exchequer that the present conditions in Jermyn Street are unsatisfactory from every point of view and that the transfer of the Geological Museum to an appropriate site in South Kensington should be made at the earliest convenient moment, it was stated that the Chancellor endorsed the Commission's view and hoped to give effect to it as soon as financial circumstances permitted.



on the exhibition floors, and at the same time for greatly improved facilities for storage and study, is in accordance with the best modern ideas of Museum organisation.

(4) The scheme, as originally before the Treasury, was estimated to cost £250,000. We have since, however, been informed by the Office of Works that, in view of present and prospective falls in building prices, the cost of the scheme should not exceed £220,000. The problem of finance in the case of the Geological Museum is relatively a simple one owing to the great value of the present site in Jermyn Street which belongs to the Crown. As soon as this site has been set free by the removal of the Museum to the South Kensington site, the Commissioners of Crown Lands will be able to relet it at an immensely enhanced annual rent. This rent will enure to the Exchequer as in the case of other Crown Lands revenues, and in the circumstances we doubt if in the end the transfer of the Museum to South Kensington will actually impose any appreciable burden on the taxpayer.

**35. The National Portrait Gallery.**—An extension of the National Portrait Gallery is urgently required. The need for such extension has been recognised for many years. The present building was opened to the public on April 4, 1896, forty years after the foundation of the Gallery, and the new accommodation only just sufficed to display the 1,036 portraits which had then been brought together. Between 1896 and the present time the Collection has approximately doubled. The Gallery authorities have endeavoured to meet a situation which from the first has been difficult and unsatisfactory, as best they could, by various devices, e.g., by erecting screens, by blocking doors and windows to make additional wall space, by transferring an increasing number of pictures to the Reference Section. The present situation calls urgently for redress. The walls of all the galleries are excessively crowded; the smaller portraits are hung in three and sometimes four rows, of which the top row is far above the line of sight.

We recommend that the extension of the Gallery towards the west on the site reserved for such extension, as shown in Plan 2 which accompanies this Report, should be set in hand forthwith. The proposals for extension submitted by the Office of Works contemplate a wing 110 feet in length, consisting of three floors and a basement. This extension will, we understand, provide the wall space required for the adequate exhibition of the present collection, together with room reckoned to provide for additions for perhaps fifteen years.<sup>(1)</sup> We agree with the Director in thinking that it is essential that some space in the contemplated new wing should be kept permanently free for temporary exhibitions, e.g., exhibitions to celebrate any important centenary, or exhibitions chosen from the existing collection as

<sup>1</sup> See evidence of the Director, Mr. H. M. Hake, answer to question 2562.

a means of making the aims and contents of the Gallery more widely known.<sup>(1)</sup> Detailed plans for the best utilisation of the new space can be settled most effectively between the Gallery authorities and the Office of Works. We understand that the cost of the proposed new extension will not exceed £40,000.

**36. The Science Museum.**—We have briefly referred in paragraph 12 to the comprehensive scheme for the development of the Science Museum, outlined in the Report of the Departmental Committee presided over by Sir Hugh Bell in 1911-12. We shall deal in our Final Report with the Science Museum as a whole. Meanwhile, we think that the completion of the Conference Room, forming part of the Eastern Block, should be carried out at the earliest possible date. We understand that the cost of this work would be £3,000.

**37. The National Library of Scotland.**—(1) In paragraph 20 we have briefly described the origin and development of the Library and its transformation from the Library of the Faculty of Advocates into the National Library of Scotland. It is necessary to bear the history of the Library in mind in order to apprehend fully the accommodation problem with which we are here concerned. By Section 6 of the National Library of Scotland Act, 1925, the Board of the National Library and the Faculty are to make from time to time joint regulations on matters of common interest. By Section 8 of the same Act a suitable allocation of the existing premises was to be made as between the Faculty and the National Library, and "when premises for the permanent accommodation of the Library have been provided . . . the existing premises, as the same may have been reconstructed, extended and adapted, shall be allocated between the Faculty and the Commissioners of Works for the use of the Board." It thus appears that by legislative enactment the interests of the National Library and of the Faculty are interlocked. Nor, in our opinion, even if there were no Act of Parliament, could the strong weight of tradition and sentiment be ignored: with the question of convenience we deal hereafter.

(2) The present accommodation of the National Library can only be described as chaotic and inadequate. The building in which the Library is housed adjoins the Parliament House and the public entrance to the Library lies through the Parliament Hall. The building dates in the main from 1836, with additions made in 1882 and 1896, and further small additions or modifications since that date. The best room of the 1836 building has been retained (by agreement) by the Faculty of Advocates, together with a reading room leading out of it. The present public reading room is perhaps not inadequate for the relatively small number of readers who at present make use of the Library. On

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<sup>1</sup> See evidence of the Director, answer to question 2572.



the other hand, the long room, known as the Laigh Parliament House, which itself is situated beneath the Parliament Hall, cannot from the character of its construction be regarded as satisfactory for the exhibition of manuscripts, charters and interesting books; while a considerable part of the space available for the storage of books is subterranean, maze-like, and in certain cases not free from actual damp. The present manuscript room, containing priceless treasures, a number of which have recently been given by Lord Rosebery, is inadequate.

(3) On February 15th, 1826, Sir Walter Scott made the following entry in his *Journal* :

" Attended a meeting of the Faculty about our new Library. I spoke—saying that I hoped we would now at length act upon a general plan, and look forward to commencing upon such a scale as would secure us at least for a century against the petty and partial management, which we have hitherto thought sufficient, of fitting up one room after another. Disconnected and distant, these have been costing large sums of money from time to time, all now thrown away. We are now to have space enough for a very large range of buildings, which we may execute in a simple taste, leaving Government to ornament them if they shall think proper—otherwise, to be plain, modest and handsome, and capable of being executed by degrees and in such proportions as convenience may admit of."

Again on December 15, 1827, Sir Walter Scott enters in his *Journal* :

" I missed an appointment, for which I am very sorry. It was about our Advocates Library which is to be rebuilt. During all my life we have mismanaged the large funds expended on the rooms of our Library, totally mistaking the objects for which a Library is built; and instead of taking a general and steady view of the subject, patching up disconnected and ill-sized rooms, totally unequal to answer the accommodation demanded, and bestowing an absurd degree of ornament and finery upon the internal finishing. All this should be reversed. The new Library should be calculated upon a plan which ought to suffice for all the nineteenth century at least, and for that purpose should admit of being executed progressively; then there should be no ornament other than that of strict architectural proportion and the rooms should be accessible one through another, but divided with so many partitions as to give ample room for shelves. These small rooms would also facilitate the purposes of study. Something of a lounging room would not be amiss, which might serve for meetings of Faculty occasionally. I ought to take some interest in all this, and I do. So I will attend the next meeting of the Committee."

It is clear that the building of 1836 did not at all answer the ends of a great Library building, so brilliantly sketched by Sir Walter Scott. A century has passed since Sir Walter penned these entries, and his observations are as applicable to-day as they were in 1827.

(4) The munificent benefaction of Sir Alexander Grant, who, in June, 1923, made a gift of £100,000 to provide for the administration of the Library, and the Lauriston bequest of some £70,000 to £80,000 to be used for the purchase of books and manuscripts, have gone far to meet the administrative and purchase needs of the Library. Adequate accommodation is, in our opinion, now urgently required to enable the Library to fulfil its function in the life of the nation. Indeed, in anticipation of the transfer of the Library to the nation, plans were prepared. This scheme as submitted to us by the Office of Works contemplates a building on the immediately adjoining site which is mainly occupied by the Sheriff Court House. We have already referred to the intimate connexion between the Faculty of Advocates and the National Library, and for this reason, if for no other, we are of opinion that the site suggested is appropriate. But there are further reasons to which we attach great importance. The Library is at present situated in the centre of the academic quarter of the city. Nearby or immediately adjoining are the University, the Royal Scottish Museum, the Heriot Watt College, the Signet Library, and the Library of the Solicitors to the Supreme Court. Further, its proximity to the Law Courts is of great practical advantage, rendering it possible to obtain, on a few minutes' notice, for the service of the Court on the hearing of a cause, important books of reference, maps and kindred documents. Even if a suitable site were available elsewhere, we think that it would be a mistake to remove an Institution which, whatever its present accommodation defects, is at least situated so appropriately. Moreover, part of the existing accommodation could be utilised for purposes of book storage, if the new building is erected on the site of the present Sheriff Court House.<sup>(1)</sup>

(5) The scheme as originally planned by the Office of Works in 1925 contemplated a new building which would make immediate provision for 1,500,000 volumes in addition to the 750,000 volumes already in the possession of the Library. The Office of Works have, however, prepared an alternative scheme which would have the advantage of enabling the building to be constructed in three portions.

Under this scheme the first portion of the building would provide accommodation for some 50 years and would cost from £180,000 to £200,000 (to which must be added the expense of

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<sup>1</sup> See Site Plan of National Library (Plan 3) annexed to this Report.



providing a new Sheriff Court House, except in so far as that might be recovered from the Court House Commissioners). We have examined the sketch plans of the proposed new building and we are of opinion that the proposal now submitted by the Office of Works would provide the National Library of Scotland with a building both dignified in appearance and effective in its capacity and in its amenities from the standpoint of the public. We do not feel it is the duty of the present generation to provide for all the needs of the next century, but we think (as Sir Walter Scott thought a century ago), that, while providing adequately for the present needs and immediate future of a great Library, it is desirable to bear in mind the possible needs of posterity.

(6) We accordingly recommend that the scheme described above, which commends itself to the Governing Board of the Library, should be set in hand at the earliest possible moment. We have already referred in paragraph 31 to the generous gift which has been made by Sir Alexander Grant of £100,000 towards the cost of the new building, subject to certain conditions.<sup>(1)</sup> One of these conditions is that the new building should be erected "on the existing site and an adjacent site fronting and having a public entry from George IV Bridge and communicating directly with the buildings in which the National Library (formally the Advocates' Library) is at present housed." Before the new building can be begun, it will be necessary to make provision for the Sheriff Court House elsewhere, and we trust that the negotiations between the appropriate authorities to effect this purpose will be pushed through with all possible despatch. Some years must necessarily elapse before the new scheme can be completed. The cost which will devolve upon the Exchequer in respect of the whole scheme will be: (a) the expense of providing a new Sheriff Court House, less the contribution from the Court House Commissioners; (b) assuming that the cost of the new National Library building will be £200,000, half that sum, Sir Alexander Grant finding the other half; (c) when the scheme is completed, the cost of providing an inevitable and justifiable increase in respect of administration and maintenance. In this connexion we feel bound to point out that, in our opinion, the present staff of the National Library is inadequate.

**38. The Royal Scottish Museum.**—(1) In the case of the Royal Scottish Museum the immediate question for solution has been the safety of the building from the standpoint first of fire risk and secondly of structural stability. We understand that this question has been under consideration for some years past.

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<sup>1</sup> For Sir Alexander Grant's gift and the conditions attached to it, see the evidence of the representatives of the National Library, published in the volume which accompanies this Report.

The position as it now presents itself may be described shortly as follows :—

If the Royal Scottish Museum were being built to-day, it would be constructed in fire-resisting materials throughout. Recent extensions of the building, notably those designed to give space for the Natural History Departments, are so constructed. The existing structure (exclusive of the new portions just referred to) was completed between 1866 and 1888. If the main portion were to be reconstructed in accordance with modern ideas, we understand that the cost involved by such a scheme would amount approximately to £190,000. We have very carefully considered whether any immediate necessity renders such an expenditure desirable at the present time, and we have reached the conclusion that, having regard to all the circumstances, no such necessity exists.

(2) As regards the stability of the structure we have taken the advice of Sir Alfred Ewing. In a report, with which he has been good enough to furnish us, Sir Alfred Ewing states that "there is not, in my opinion, the smallest justification for condemning this structure on grounds of stability, or of suggesting that it is, or is likely to become, dangerous."

(3) Apart, however, from any question of structural stability, it is clear from the reports which we have received from the Office of Works and the Engineer and Firemaster of the Corporation of the City of Edinburgh, that the general construction of the building cannot be regarded as being in accordance with modern fire-resisting standards, and an outbreak of fire which assumed serious dimensions might have grave consequences. At the same time, we have no reason to think that the risk of such an outbreak is other than remote, particularly if certain precautionary measures recommended by the Edinburgh Corporation officials are carried out. The Office of Works have considered these recommendations, and have prepared a scheme for internal alterations and improvements, into the details of which we need not enter. It is estimated that the expenditure involved will be approximately £30,000—£35,000. These precautionary measures should, in our view, be put in hand without delay, as they will not only greatly improve existing facilities, but at the same time reduce such danger as may exist. If this is done, we consider that any general scheme of reconstruction on modern fire-resisting lines may be postponed. We understand that none of the works now proposed would be interfered with to any appreciable extent should it be found necessary at a later date to carry through any more extensive reconstruction of the older parts of the building.

#### **Effect of the Financial Proposals.**

39. The *net* capital cost in respect of the building requirements of the Institutions dealt with in the preceding paragraphs



32-38 amounts approximately to £779,000. This sum is made up as follows :—

	£
British Museum, Bloomsbury ... ..	283,500
Natural History Museum ... ..	247,500
National Portrait Gallery ... ..	40,000
Science Museum ... ..	3,000
Royal Scottish Museum ... ..	35,000
National Library of Scotland (less Sir A. Grant's contribution but including cost of new Sheriff Court House) ... ..	170,000
	<hr/>
	£779,000
	<hr/>

The Geological Museum has not been included in the above list because, for the reasons explained in paragraph 34, the transfer of this Museum to South Kensington should not ultimately impose any appreciable burden on the taxpayer. The net capital expenditure of £779,000 will be spread over a considerable number of years; in the case of the British Museum, Bloomsbury, from 12 to 15 years; of the Natural History Museum three to five years; the National Portrait Gallery two years; the Royal Scottish Museum two years; the National Library of Scotland five to eight years. In other words the maximum burden in any one financial year should not exceed £130,000, and the average for the whole period would be some £52,000.

In thus summarising the financial effect of our proposals it is necessary to emphasise :

(1) that the urgent needs of the Institutions in question represent arrears which have been steadily accumulating for many years past and particularly since the War;

(2) that in making our recommendations we have had regard to the financial exigencies of the present time and have concentrated solely on essential needs;

(3) that by limiting the scope of our recommendations to immediate requirements, we have been able to make great reductions in the expenditure which the larger and more comprehensive schemes, from time to time under consideration before our inquiry, might have necessitated. We estimate that these reductions <sup>(1)</sup> do not fall short of £800,000.

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<sup>1</sup> These reductions are due, to a small extent, to a fall in building prices.

### Summary of General Conclusions and Recommendations.

40. The general conclusions and recommendations in this Report may be summarised as follows :—

(1) The National Collections are unrivalled in range, variety and value. Their utility is far-reaching. It would be disastrous, both from the standpoint of the educational needs of the country and of the national prestige, if they were not liberally maintained and exhibited with dignity. (Paras. 4, 30 and 31.)

(2) The development of the National Museums and Galleries has not kept pace with the growth of population and with educational needs. As compared with the development of and expenditure on other social services, the growth of these Institutions has been severely checked, and economy has already been pushed beyond the point of prudent administration. (Paras. 28-31.)

(3) The history of the origin and growth of the National Museums and Galleries shows that the high level of excellence attained has been due largely to the initiative and munificence of private persons. Both in enriching the collections and in providing increased and improved means of exhibition, wealthy and public-spirited citizens render conspicuous service to the community. (Paras. 5-25 and 31.)

(4) The needs of certain of the Institutions are urgent, notably those of the British Museum (Bloomsbury), the Natural History Museum, the Geological Museum, the Science Museum, the National Portrait Gallery, the Royal Scottish Museum, the National Library of Scotland. The urgent requirements of these Institutions are dealt with in paras. 32-38.

(5) The building requirements of the Institutions in question are the result of accumulated arrears. We have surveyed these arrears with a severe eye to economy. The recommendations made represent the irreducible minimum of works which ought to be set in hand immediately. (Para. 39.)



### Observations in Conclusion.

41. In this Report we have rigidly confined our recommendations to certain outstanding defects of accommodation which we think ought to be remedied at the earliest possible moment. In order to reach conclusions on the accommodation problems presented by certain of the Institutions on the South Kensington site and by the Scottish Institutions, the Commission resolved itself into two Committees, presided over respectively by Sir Richard Glazebrook and the Hon. Evan Charteris.<sup>(1)</sup> The labours of these Committees greatly facilitated our task in deciding which Institutions stood most urgently in need. Further defects of accommodation, which at a time of less financial stringency would be regarded as of immediate urgency, we leave over for consideration in our Final Report. In that Report we shall deal at length with the various questions of policy and principle which our Terms of Reference raise.

Meanwhile we feel bound to say that we are impressed by the isolation and lack of concerted effort which characterise the present organisation of the National Museums and Galleries. The Governing Bodies, whether Trustee or Departmental, assisted by their experts, have conducted their affairs with an admirable zeal for the particular welfare of their own Institution. The magnificence of the Collections, literary, artistic and scientific, is due very largely to their efforts. But, bound by a policy too individualistic and self-centred, they have failed to represent their case for assistance coherently and convincingly either to the Government or to the Public.

It is the duty of the Treasury to say "No" to proposals for increased expenditure unless they can be plainly and comprehensively justified. In the absence of concerted representation of the needs of the National Museums and Galleries or of the great services which they render, the Treasury has discharged its duty with rigour.

The isolated policy pursued by the Institutions has had other reactions. They have hitherto been unhelpful to one another in the matter of loans either for general or for particular occasions. Furthermore, while we consider that the evils of overlapping have been exaggerated,<sup>(2)</sup> we think that the frontiers in the case of certain of the Institutions might be more clearly defined, and such definition cannot altogether be brought about by the present casual system of communication, nor by reliance on the differentiation of function which in a number of cases is

<sup>1</sup> The two Committees were constituted as follows:—*The South Kensington Committee*: Sir Richard Glazebrook, F.R.S. (Chairman), Sir Martin Conway, Dr. A. E. Cowley, Sir Lionel Earle, Sir Henry Miers, F.R.S., Sir Robert Witt. *The Scottish Committee*: The Hon. Evan Charteris, K.C. (Chairman), Sir Lionel Earle, Sir Thomas Heath, F.R.S., Sir George Macdonald, Sir Courtauld Thomson.

<sup>2</sup> See in particular the observations of Sir Frederick Kenyon in his memorandum submitted on behalf of the Trustees of the British Museum, and of Lord Crawford in his evidence, answer to question 1764.

claimed as distinguishing one collection from another. Again, the Victoria and Albert Museum is the only Museum with a properly organised Circulation Department for the purpose of making loans to Provincial Museums. The relations between the National and local Museums will be dealt with in our Final Report. Loans of objects of art abroad are in large measure restricted by Statute. The problem connected with loans abroad is by no means an easy one, but in the case of the British School of Painting at least it is difficult not to feel that the policy has been too conservative and that the fame of British Art has suffered as a consequence.<sup>(1)</sup>

We conclude this, our Interim Report, with the earnest hope that speedy action will follow our specific recommendations on urgent practical matters.

All which we humbly submit for Your Majesty's gracious consideration.

D'ABERNON.

EVAN CHARTERIS.

T. L. HEATH.

LIONEL EARLE.

R. T. GLAZEBOOK.

GEO. MACDONALD.

COURTAULD THOMSON.

MARTIN CONWAY.

HENRY A. MIERS.

ROBERT WITT.

A. E. COWLEY.

JOHN BERESFORD (*Secretary*),

J. R. CHAMBERS (*Assistant Secretary*).

1st September, 1928.

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<sup>1</sup> See the remarks on this subject made in the memorandum submitted to the Royal Commission by Mr. C. Aitken on behalf of the Trustees of the Tate Gallery printed with the evidence. On the question of loans abroad generally, see the evidence of Lord Crawford and of Sir Charles Holmes.



## APPENDIX I.

## MEMORANDUM SUBMITTED BY THE ROYAL SOCIETY.

(The Council of the Royal Society appointed a special Committee to consider the Royal Commission's Questionnaire. The report of this Committee was adopted by the Council with minor additions, and is given below.)

*Questions asked:*

(1) *The present organisation and efficiency of the Scientific Museums from the standpoint especially of research facilities;*

(2) *the action now being taken to provide in the Science Museum satisfactory accommodation for the Collections, and fuller opportunities for students;*

(3) *the present position as it affects students of the existence of two separate Botanical Departments at the Natural History Museum and Kew Gardens. In this connexion it would be helpful if the Royal Society would observe on the recommendations made by the Botanical Work Committee in 1901;*

(4) *the present position as it affects students of the separate Departments relating to Geology and Mineralogy at the Natural History Museum and Geological Survey Museum (Jermyn Street), particularly with reference to the proposal to remove the Geological Museum to a site at South Kensington between the Natural History Museum and the Science Museum;*

(5) *the question of co-ordination: whether a greater measure of co-ordination between Authorities of the various Science Museums could be advantageously effected, together with suggestions as to the character of such co-ordination.*

*Reply:*

## 1. RESEARCH FACILITIES.

In considering the present position and efficiency of the Scientific Museums from the standpoint of research facilities, we gave our attention principally to the research facilities at the Natural History Museum. In the case of the Geological Survey Museum the question is necessarily bound up with that of the urgent need for its rehousing, with which we deal separately. In the case of the Science Museum facilities for research must, in the nature of the case, be less important, since research in the departments of science with which it deals—Engineering, Physics, Chemistry—is such as can seldom be carried out with museum specimens and hardly ever in a museum. The functions of the Science Museum are mainly historical and educational, with the latter of which we deal separately. The function of the Natural History Museum, on the other hand, is not merely to display such representative specimens of its collections as will attract and educate the interest of the public visitor, but to house safely, to classify, to identify and to investigate the vast and growing mass of specimens which provide the standard for national and imperial reference on all questions of systematic biology. We regarded the question of research facilities in the Natural History Museum as one in which the Royal Society had special interest, and on which the Royal Commission, having no biologist among its own members, would specially desire to hear the Royal Society's opinion.

## THE NATURAL HISTORY MUSEUM.

Research facilities in a museum such as the Natural History Museum naturally fall under different headings.

(a) *Research facilities for the regular staff of the Museum.*

If the collections of the Museum are to be adequately used as a source of new knowledge, it is of the first importance that the members

of the Museum staff should be afforded time and facilities for original research, as distinguished from routine work, whether technical or administrative. Our enquiries have satisfied us that the facilities at present available to the staff of the Natural History Museum are not adequate in either respect. As regards time, the difficulty is due to the deficiency in numerical strength, which in certain departments is barely sufficient for the routine duties, so that research with a view to original contributions to science must be undertaken, if at all, outside official working hours. Under such conditions there is obviously no margin to allow for the grant of occasional leave to a member engaged in a particular investigation, for the visits to foreign collections which are essential to some kinds of systematic research, or for such occasional participation in collecting and exploring expeditions as is likely to be of great value to the work of the Museum as a whole.

As regards other facilities, the principal lack is of adequate working room. The Museum, when built, was planned principally to afford opportunity for displaying to the public specimens suitable for that purpose. Research has had to be housed largely in rooms and passages constructed with other aims. We understand that at least one room designed for and really needed for public exhibition has had to be taken for staff work, and that in some departments large and important collections of specimens remain unclassified and not readily accessible for scientific use on account of the lack of space for their investigation.

We have learned that in one department (Entomology) increased facilities are shortly to be provided with the aid of a grant from the Empire Marketing Board. We desire that the attention of the Royal Commission should be drawn to the need for increase in the financial provision made for the Museum as a whole, so that other Departments, the work of which may not make an appeal of so immediately practical a nature, may be given such increase of working room and of scientific staff as will enable the nation's treasury of systematic biology to be used to its full scientific value.

(b) *Facilities for other research workers.*

Such workers include professional systematic biologists and others, such as medical or agricultural experts from the tropics, and palaeontologists from all parts of the world, who need to use the resources of the Museum in connection with some aspects of their own investigations.

We have heard on all hands expressions of the warmest appreciation of the readiness of the Museum staff to assist the work of such visitors, and to place at their disposal such facilities as the Museum can offer. These, however, necessarily suffer from the limitations of the space suitable for research, mentioned above.

(c) *Facilities for students and amateur collectors.*

The information before us suggests that these are relatively good, and we have no measures to suggest for their improvement.

## 2. THE SCIENCE MUSEUM.

We consider that "the steps now being taken to provide in the Science Museum suitable accommodation for the collections, and fuller opportunities for students," greatly increase the value of the collection to the public and the general student, and are adequate for this purpose.

The information furnished by explanatory labelling of exhibits, by the staff available to answer questions, and by the guide-lecturers, seems to meet the needs of a large proportion of those using the Museum. In



two directions, however, we believe that the educational value of the Museum could be increased at relatively small cost.

(i) We believe that a system of more formal lecture-demonstrations dealing with limited parts of the collection, held in a room set apart for the purpose and addressed to students of a more advanced type than those for whom the guide-lecturers are provided, would have real educational value.

(ii) After the close of the Wembley Exhibition, the Committee which had there organised the scientific exhibit on behalf of the Royal Society presented a report to the Society's Council, containing the following recommendation:—

"It has become evident, from the experience at Wembley, that a periodical epitome of scientific progress, in the form of an exhibition, of an authoritative nature such as arrangement under the guidance of the Royal Society ensures, would be welcomed by a large section of the scientific and general public.

"The Director of the Science Museum has already proposed, and it is hoped to make arrangement for, the transfer of some of the experiments and apparatus from Wembley to the Museum, to serve as the nucleus there of a permanent exhibit of experimental science.

"The establishment of such an exhibit is a step of great importance. It cannot, however, serve the same purpose as a periodical exhibition drawing its material from the whole field of science and arranged to give, on each occasion, a record of the best that has been thought and done in science up to that time.

"The British Empire Exhibition Committee unanimously desires, therefore, in reporting the conclusion of its work, to ask the consideration of the Council as to the desirability of steps being taken with a view to the organisation of such a periodical exhibition."

The Council, in adopting the above report of the Wembley Committee, expressed their sense of the great importance of this suggestion, and it may be assumed that the Royal Society would be glad to give its co-operation for the furtherance of any such scheme. The Science Museum seems to be in every way the appropriate centre for such periodical exhibits, dealing with recent discoveries and developments.

We recommend that the Royal Commission should be asked to give careful consideration to the possibility of increasing the educational influence of the Science Museum in these two directions. We have had the opportunity of consultation with the Director, who informs us that he believes that provision could be made for both by an addition to the annual grant to the Museum of about £1,500 per annum.

### 3. PROPOSED TRANSFER OF THE BOTANICAL COLLECTION TO KEW.

We have considered the recommendations of the Botanical Works Committee (1901) for the transfer to Kew of the Botanical Collection of the Natural History Museum, from the point of view of its effect on the convenience of research workers and students. We suggest that the following considerations be submitted to the Royal Commission.

(a) The Natural History Museum is at present the National Museum for all the systematic Biological Sciences. It includes in addition a mineralogical collection, which, if pressure for space should necessitate the separate housing of part of the collection, would presumably come first under discussion for removal, leaving a still complete biological collection. If further separation should become necessary, the natural course would be to move the botanical

collection, and Kew would appear to be the most appropriate place for its reception. Till that necessity arises, however, there is much to be said for preserving the character of the present Museum as a complete Museum of Natural History, and not changing it into a Museum of Zoology alone.

(b) From the point of view of the botanist alone there is some advantage in having a herbarium of recent plants in proximity to the collection of fossil plants at South Kensington, and another in proximity to the collection of living plants at Kew.

(c) From the point of view of workers in other biological sciences, there is advantage in having a herbarium of recent plants available for immediate consultation, in connection with the study of the insects and other animals which feed on plants, or are otherwise associated with them in living nature.

(d) It has been suggested to us that the existence of two independent herbaria is advantageous as a security against irreparable loss by fire. It appears to us that the argument might be used with almost equal force as a reason for similarly duplicating other parts of the collection in different places. In any case, fire-proof housing of duplicate collections at Kew would appear to meet equally well any need for such precaution.

(e) We are informed that there is no practical possibility of amalgamating the two collections, the methods of mounting adopted being so different that separate cases would be required. No economy in the space required by the two collections would, therefore, be affected by the removal.

None of these considerations appears to us so strong as to have decisive appeal by itself, or even to weigh seriously against a strong reason for transfer of the Kensington Herbarium to Kew, if such exists. We are not aware of any scientific interest which would be directly served by such removal. On the other hand we are not convinced that, with the present and future facilities for travelling the relatively short distance, the removal would cause a serious hindrance to research or study. The existence of the two collections has not been determined by scientific necessity, but is the result of historical accident. We believe that it has favoured, rather than hindered, scientific progress, presumably at some additional cost of administration. We suggest, therefore, that the removal, which would obviously involve the building of a new Botanical Museum at Kew, should be considered chiefly in connection with the general necessity for increased accommodation at South Kensington.

#### 4. MUSEUM OF PRACTICAL GEOLOGY.

We are of the opinion that the close association of the Geological and Mineralogical Departments of the Natural History Museum with the Museum of Practical Geology, which would be brought about by the proposed removal of the latter to South Kensington, would be advantageous to students. Both geological collections, however, are essential; they differ fundamentally in scope and purpose, and consequently in arrangement.

The palaeontological collections of the Natural History Museum are biologically arranged so as to illustrate the evolution of all forms of life on the globe. For example, fossil fishes of all ages are placed in one series. In the Museum of Practical Geology the fossils (which are mainly British) are so grouped as to show the forms of life existing in and characteristic of each successive geological period, the arrangement therefore being stratigraphical. Thus grouped the fossils present the evidence on which geological maps of Britain are founded and the



basis of the grouping and correlation of geological strata generally. It would be difficult for the student to find out from the biologically arranged collection the fauna characteristic of any one geological formation, or to realise from the other the place occupied by a specimen in the process of evolution.

The nearest approach to an overlap occurs in the mineralogical sections of the two museums; but here again the object of the Natural History Museum is to show types of minerals from any part of the world, and of the Jermyn Street Museum mainly to show those characteristic of the British geological formations and rocks and ores of economic value. There are, however, two points in this connection on which we desire that the Royal Society should give its opinion to the Royal Commission.

(a) It is generally agreed that the existing accommodation of the Geological Survey collection is inadequate, unsafe and in every way unworthy of its importance.

(b) The existing plans for its removal to a site between the Natural History Museum and the Science Museum are attractive from the opportunities which they seem to offer, of co-operation with the mining section of the Science Museum on the one hand, and the Palaeontological and Mineralogical Sections of the Natural History Museum on the other. This would seem a favourable site for an institution which deals with every branch of applied Geology. We would strongly urge, however, that, in considering the desirability of proceeding with these plans, the Royal Commission should have in view the effect of thus filling this site on the possibilities for future necessary expansion of the Natural History Museum.

The urgent necessity for re-housing the Jermyn Street collection being admitted, and the necessity, at some future date, of moving the mineralogical collection from the Natural History Museum being foreseen, we suggest that the possibility of providing for both on some suitable site might now be considered.

#### *The South Kensington Site.*

We realise that we are here making recommendations concerning one item only of a much larger problem. We do not doubt that the Royal Commission have in view the desirability of carefully resurveying the whole of the vacant land on the South Kensington site, in order to ensure that it is used to its optimum value from the point of view of future requirements. We would venture strongly to urge that such a survey be undertaken before any further part of the site is definitely allotted.

#### 5. CO-ORDINATION.

On the question of co-ordination, we assume that the Commission have in view measures to promote co-ordinated action between existing Authorities, and not the constitution of a new co-ordinating Authority. We have no doubt that problems concerning the division of functions among museums will arise, and that some provision for regular meetings between the different governing bodies, and between the administrative staffs of the different museums would be valuable. We suggest, however, that the Royal Society cannot usefully make specific suggestions concerning a matter which affects the administration and control of museums rather than their use for research.

## APPENDIX II.

STATEMENT SHOWING ESTIMATED EXPENDITURE OUT OF PARLIAMENTARY VOTES AND GRANTS IN RESPECT OF EDUCATION DURING  
(i) 1903-4, (ii) 1913-14 AND (iii) 1927-28.

	England and Wales.				Scotland.			Total (England, Wales and Scotland).		
	1903-4.	1913-14.	1927-28.		1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.
Elementary Education ...	£ 9,754,577	£ 11,597,258	£ 31,940,630	}	£ 1,474,005	£ 2,336,270	£ 5,861,349	£ 12,132,394	£ 15,873,027	£ 44,763,979
Secondary Education ...	903,812	1,939,499	6,962,000		43,000	85,000	270,000	133,139	457,751	1,944,000
University Education ...	90,139	372,751	1,674,000							
Total ...	10,748,528	13,909,508	40,576,630		1,517,005	2,421,270	6,131,349	12,265,533	16,330,778	46,707,979
*Add :-										
Administration and Inspection	395,861	439,089	755,193		59,205	71,625	121,290	455,066	510,714	876,483
Teachers' Superannuation ...	68,774	176,005	(a) 1,901,135		10,890	45,626	(a) 238,229	79,664	222,631	(a) 2,139,364
Services by other Government Departments (not included in above).	82,673	145,305	289,780		10,030	16,399	34,342	92,703	161,705	324,122
Gross Total ...	11,295,836	14,669,908	43,522,738		1,597,130	2,555,920	6,525,210	12,892,966	17,225,828	50,017,948
Less Appropriations in Aid	8,369	20,203	43,009		—	—	—	8,369	20,203	43,009
Net Total ...	11,287,467	14,649,705	43,479,729		1,597,130	2,555,920	6,525,210	12,884,597	17,205,625	50,004,939

(a) Net charge after deduction of Teachers' Pension Contributions.





# APPENDIX III.

STATEMENT SHOWING THE ESTIMATED EXPENDITURE OUT OF PARLIAMENTARY VOTES FOR (i) 1903-4, (ii) 1913-14 AND (iii) 1927-28 ON THE NATIONAL MUSEUMS AND GALLERIES.

INSTITUTION.	ADMINISTRATION.									Grants-in-Aid of Purchases and Acquisitions.			BUILDINGS.						Other Allied Services (Rates, Stationery, Printing, Postal and Superannuation Charges, etc.).			GROSS TOTAL.			APPROPRIATIONS-IN-AID.			NET TOTAL.			INSTITUTION.		
	Total Staff.			Salaries, Wages and Allowances.			Other Expenses.						Expenditure of a Capital Nature.			Maintenance, Repair, Fuel, Light, etc.																	
	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.	1903-4.	1913-14.	1927-28.			
British Museum .. ..	390	449	449	£ 62,963	£ 68,341	£ 144,386	£ 21,709	£ 25,632	£ 19,258	£ 22,000	£ 25,000	£ 25,000	£ 10,300	£ 390	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	£ —	British Museum.	
Natural History Museum ..	179	187	212	30,331	35,815	75,456	8,090	10,124	16,150	5,800	5,500	6,700	900	11,420	—	44,846	72,100	81,456	20,554	28,389	80,222	228,363	282,561	448,630	11,500	17,119	18,505	216,863	265,442	430,125	Natural History Museum.		
Victoria and Albert Museum ..	242	{ 417 119	{ 419 208	{ 69,833 15,331	{ 56,923 15,331	{ 104,881 50,476	{ 6,300 350	{ 3,900 —	{ 14,970 3,984	{ 11,000 1,500	{ 10,400 1,800	{ 16,000 2,000	{ — —	{ 2,085 7,567	{ — 42,000	{ — 22,402	{ — 31,044	{ — 48,635	{ — 11,109†	{ — 9,841†	{ — 30,640†	{ — 125,641	{ — 146,279	{ — 320,905	{ — 600	{ — 1,000	{ — 5,170	{ — 480	{ — 125,641	{ — 145,279	{ — 315,250	Victoria and Albert Museum.	
Science Museum .. ..																																Science Museum.	
Bethnal Green Museum .. ..	22	36	30	3,437	5,949	6,364	—	—	161	—	—	—	—	109	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	Bethnal Green Museum.		
Geological Museum and Survey.	67	64	112	19,586	18,809	59,914	2,600	2,310	9,450	240	350	525	—	—	—	1,909	2,001	3,490	6,657†	8,400†	9,306†	31,032	31,870	82,775	—	—	1,000	31,032	31,870	81,775	Geological Museum and Survey.		
Royal Botanic Gardens, Kew.	{ 52	{ 70	{ 87	15,503	20,847	53,250	3,213	3,560	4,872	—	—	—	2,700	352	371	8,425	10,272	18,889	4,080†	3,058†	9,865†	33,921	38,089	87,367	50	368	7,000	33,971	37,821	80,367	Royal Botanic Gardens, Kew.		
Public Record Office .. ..	101	114	118	20,758	21,535	35,288	3,400	4,600	2,660	—	—	—	—	—	—	5,420	6,600	8,900	7,185	9,634	21,254	36,763	42,369	68,102	—	—	—	36,763	42,369	68,102	Public Record Office.		
National Gallery .. ..	56	67	71	8,167	10,396	13,486	900	2,150	1,323	5,000	5,000	7,000	20,900	10,000	1,300	4,380	7,530	9,640	3,044	3,297	7,559	46,951	44,253	51,295	1,000	2,250	4,000	45,951	42,002	47,995	National Gallery.		
National Gallery of British Art (Tate).	30	45	53	3,900	5,171	10,044	570	608	1,943	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	National Gallery of British Art (Tate).		
Imperial War Museum .. ..	—	—	50	—	—	12,837	—	—	870	—	—	250	—	—	—	—	—	4,690	—	—	2,022	—	—	20,659	—	—	750	—	—	19,909	Imperial War Museum.		
Wallace Collection .. ..	50	54	64	6,019	7,084	11,263	2,012	743	3,100	—	—	—	—	6,700	—	2,800	3,515	4,460	576	899	2,519	11,467	18,941	31,342	750	650	2,500	10,667	18,291	19,042	Wallace Collection.		
London Museum .. ..	—	—	20	—	2,300	4,964	—	400	895	—	—	—	—	—	—	—	—	9,850	—	—	3,518	—	—	19,327	—	—	1,035	—	—	18,192	London Museum.		
National Portrait Gallery ..	43	39	40	4,322	4,360	7,068	373	567	543	750	750	1,153	—	—	—	1,140	1,060	2,110	811	1,194	2,256	7,296	7,931	13,190	—	—	920	7,396	7,931	12,240	National Portrait Gallery.		
Total, England and Wales ..	1,246	1,661	1,948	244,939	273,641	589,493	50,007	54,944	79,279	46,350	48,800	58,628	34,800	38,563	43,671	91,282	134,122	193,120	54,016	64,792	169,371	521,494	614,892	1,133,562	14,500	21,287	41,160	506,994	595,635	1,092,402	Total, England and Wales.		
Royal Scottish Museum .. ..	{ 140	{ 141	{ 151	10,308	10,561	22,161	100	120	100	2,600	2,600	2,600	—	9,440	—	5,612	6,383	6,345	490†	1,165†	2,928†	19,010	30,299	34,134	—	—	—	19,010	30,299	34,134	Royal Scottish Museum.		
National Gallery, Scotland ..																															—	45	46
National Portrait Gallery, Scotland.	{ —	{ —	{ —	—	4,832	8,255	—	859	995	—	200	200	—	—	—	—	—	300	—	—	1,000‡	2,000‡	1,366‡	4,580	5,295	7,545	—	—	—	4,580	5,295	7,545	Scottish Museum of Antiquities.
Record Department, Register House, Edinburgh.																																	6
National Library, Scotland ..	—	—	10	—	—	4,067	—	—	1,501	—	—	300	—	—	—	—	—	700	—	—	782	—	—	7,330	—	—	5,006	—	—	2,234	—	National Library, Scotland.	
Total, Scotland .. ..	46	93	113	12,188	17,488	40,462	1,100	1,979	2,736	2,600	4,000	4,300	—	9,440	—	5,612	7,523	10,500	2,090	6,341	9,667	20,900	46,771	67,695	—	—	5,266	20,900	46,771	62,429	Total, Scotland.		
Total, Great Britain .. ..	1,292	1,754	2,061	257,127	291,129	629,955	51,107	56,923	82,015	48,950	52,800	62,928	34,800	48,003	43,671	96,894	141,645	203,710	56,106	71,133	178,978	548,494	661,663	1,201,257	14,500	21,287	46,426	523,994	640,376	1,154,831	Total, Great Britain.		

\* Receipts are payable direct to Exchequer.  
† Excluding Postal and Stationery Services—no separate figures available.  
‡ Excluding certain classes of labour—numbers of which are not readily available.

† Excluding Postal Services—no separate figures available.  
‡ No separate figures available.  
‡ Grant-in-Aid paid to Board of Trustees for Manufactures in Scotland.





## APPENDIX IV.

ATTENDANCES AT THE NATIONAL MUSEUMS AND GALLERIES IN LONDON AND  
EDINBURGH, AND AT THE ROYAL BOTANIC GARDENS, KEW, FOR 1927.

*London.*

British Museum—Bloomsbury	...	...	...	1,154,566
British Museum—Natural History Depts.	...	...	...	569,318
Victoria and Albert Museum	...	...	...	1,020,006
Science Museum	...	...	...	709,166
Bethnal Green Museum	...	...	...	367,435
National Gallery	...	...	...	706,108
National Gallery of British Art (Tate)	...	...	...	456,267
London Museum	...	...	...	276,525
Imperial War Museum	...	...	...	239,951
National Portrait Gallery	...	...	...	195,335
Wallace Collection	...	...	...	163,025
Geological Museum	...	...	...	20,968
Total				5,878,670

*Edinburgh.*

Royal Scottish Museum	...	...	...	479,785
National Gallery (Scotland)	...	...	...	96,271
National Portrait Gallery (Scotland)	...	...	...	42,162
Scottish Museum of Antiquities	...	...	...	
National Library (Scotland)	...	...	...	5,985

Total	...	...	...	624,203
Royal Botanic Gardens, Kew	...	...	...	1,078,088
Grand Total	...	...	...	7,580,961



## APPENDIX V.

Receipts from Admission Fees in the case of those National Institutions where they are charged. In the case of the Institutions not given below, admission is free.

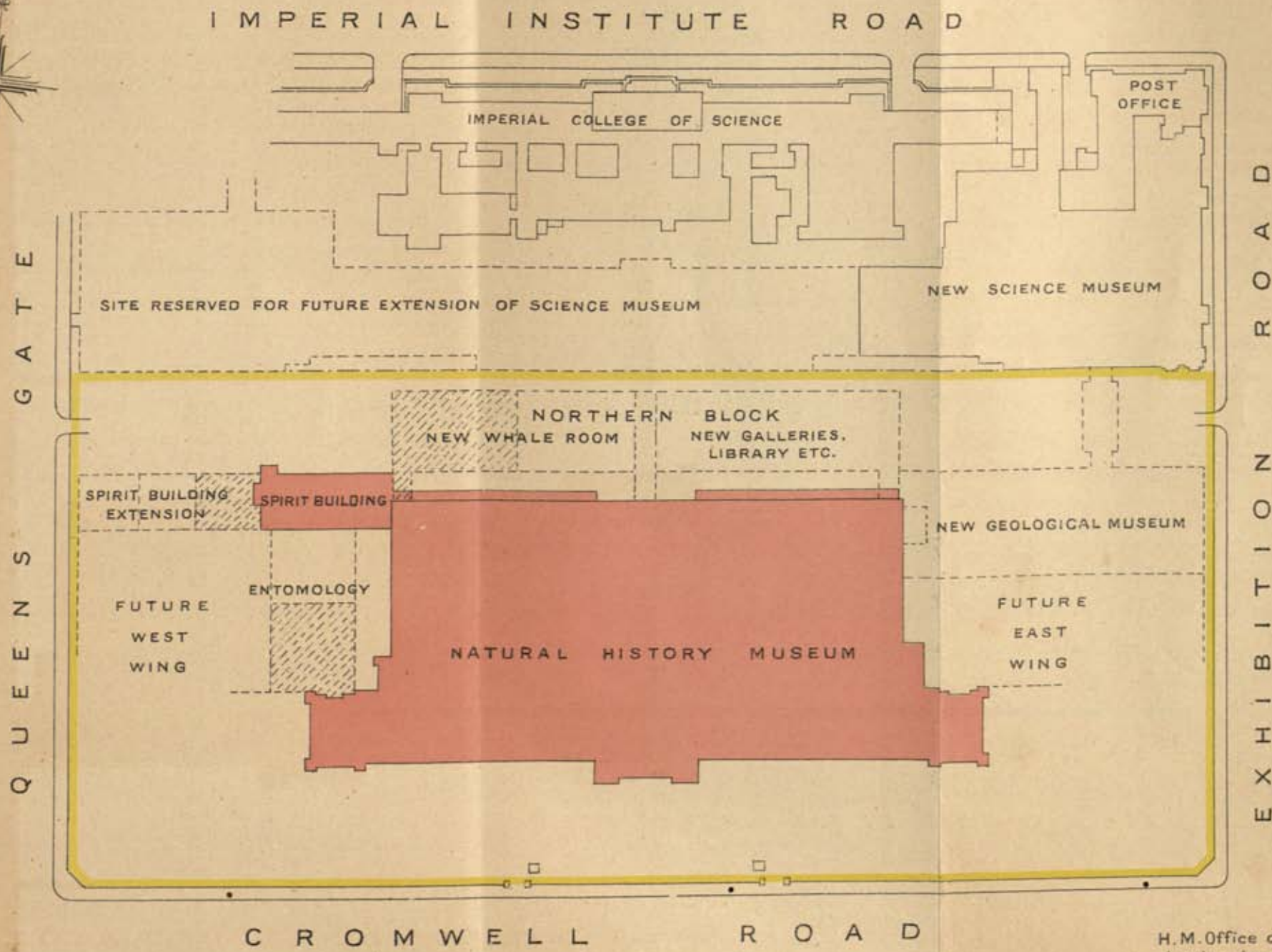
—	1925-26.	1926-27.	1927.	Total.
NATIONAL GALLERY AND NATIONAL GALLERY OF BRITISH ART (TATE).	£	£	£	£
Thursdays and Fridays, 6d. ...	2,644	2,708	2,650	8,002
NATIONAL PORTRAIT GALLERY.				
Thursdays and Fridays, 6d. ...	338	327	320	985
WALLACE COLLECTION.				
Tuesdays and Fridays, 6d. ...	518	471	510	1,499
KEW GARDENS.				
Tuesdays and Fridays, 6d. ...	} 6,712	6,712	6,712	20,136
Other days, 1d. ...				
	Average	1919-26 (excluding		1924-25).
LONDON MUSEUM.				
Tuesdays, 1s. ...	} 961	917	935	2,813
Wednesdays and Thursdays, 6d....				
NATIONAL GALLERY (SCOTLAND).				
Thursdays and Fridays (except January), 6d.	105	105	105	315
Total ...	11,278	11,240	11,232	33,750

# SOUTH KENSINGTON. NATURAL HISTORY MUSEUM. PROPOSED EXTENSIONS.

100 50 0 100 200 300 400 500 Feet

## COLOUR REFERENCE.

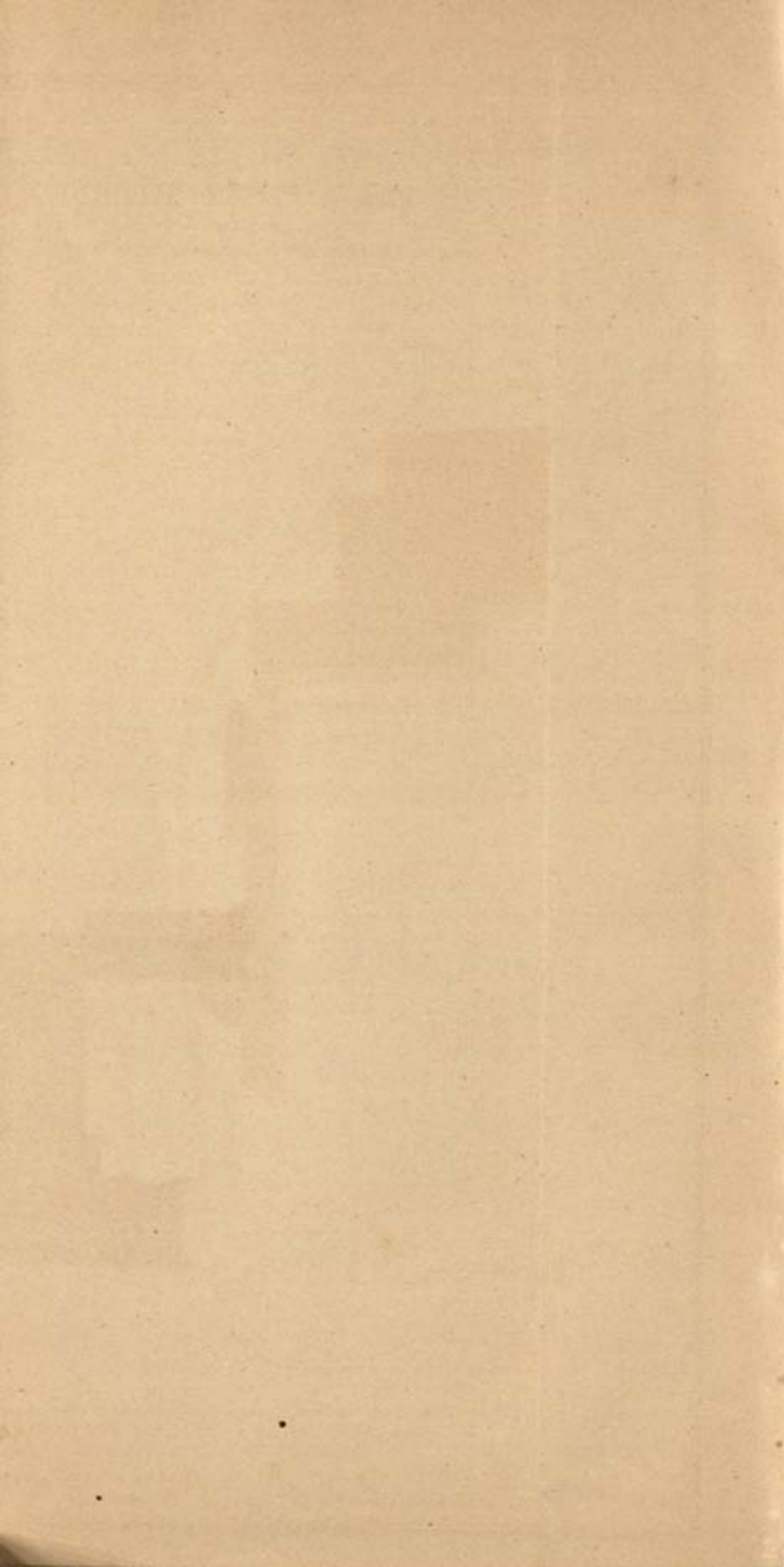
Yellow Verge Boundary of Site  
Pink Existing Buildings  
Hatching First Section of proposed New Buildings.



H.M. Office of Works.  
London, June, 1926.

Malby & Sons, Lith.

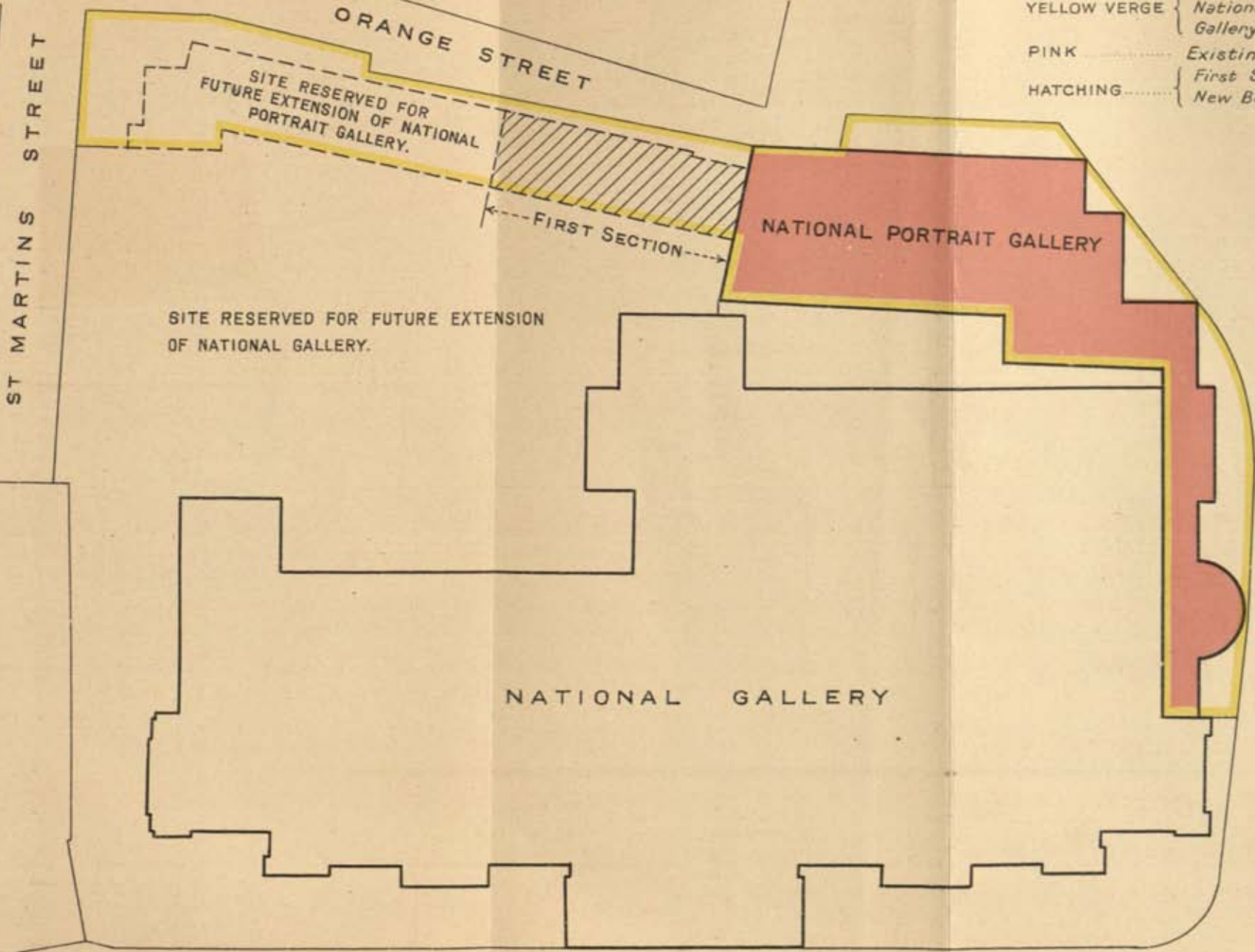




# NATIONAL PORTRAIT GALLERY EXTENSION. Site Plan.

## COLOUR REFERENCE.

- YELLOW VERGE { Site Available for National Portrait Gallery.
- PINK ..... Existing Building.
- HATCHING ..... First Section of Proposed New Building.



Scale of Feet.



H.M. Office of Works,  
 London, June, 1928.



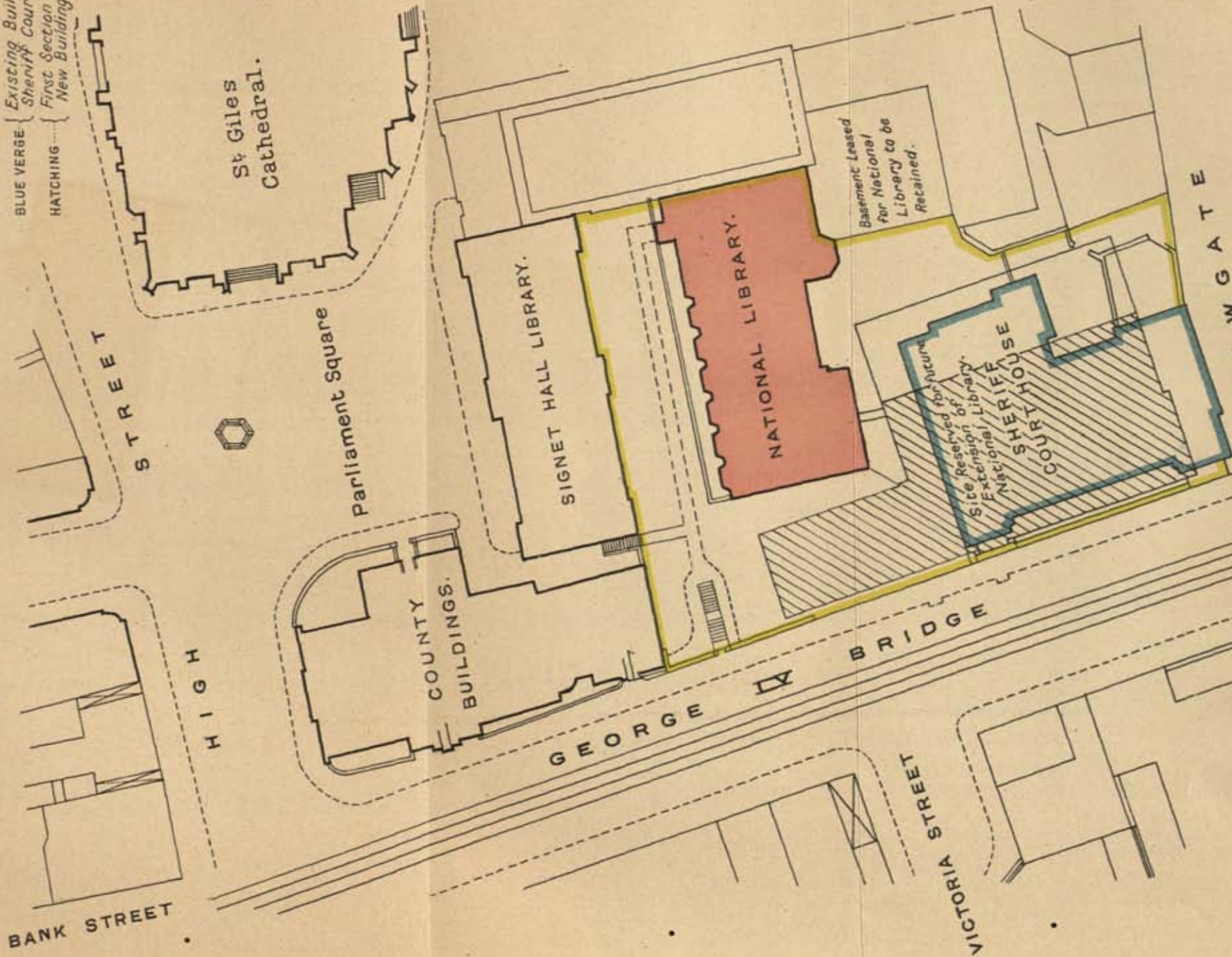


# NATIONAL LIBRARY OF SCOTLAND.

## Site Plan.

### COLOUR REFERENCE.

- YELLOW VERGE Boundary of Site.  
 PINK ..... Existing Building of the National Library.  
 BLUE VERGE Existing Buildings of Sheriff Court House.  
 HATCHING First Section of Proposed New Building.



Scale of Feet.

50 40 30 20 10 0 50 100 150 200 250





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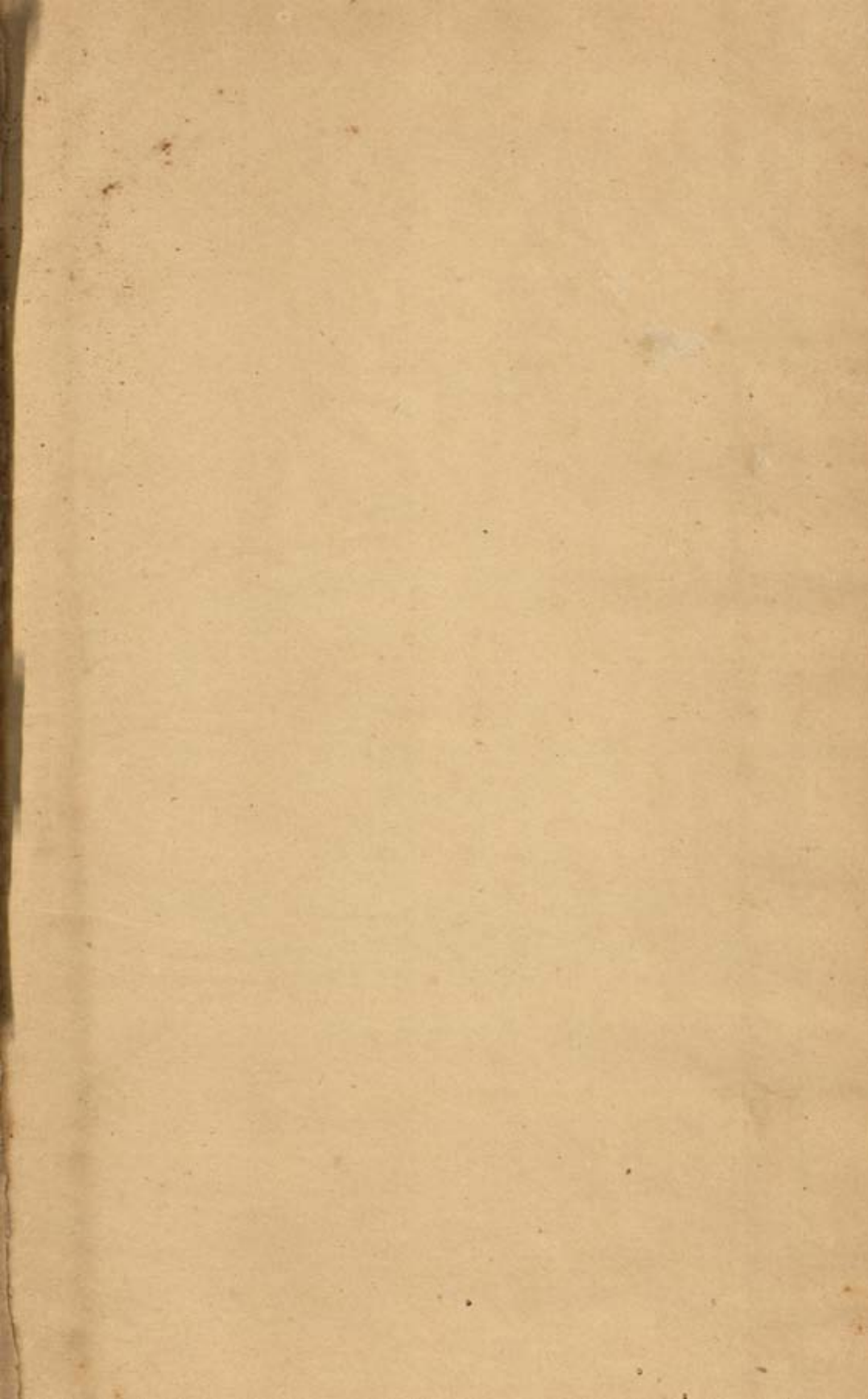
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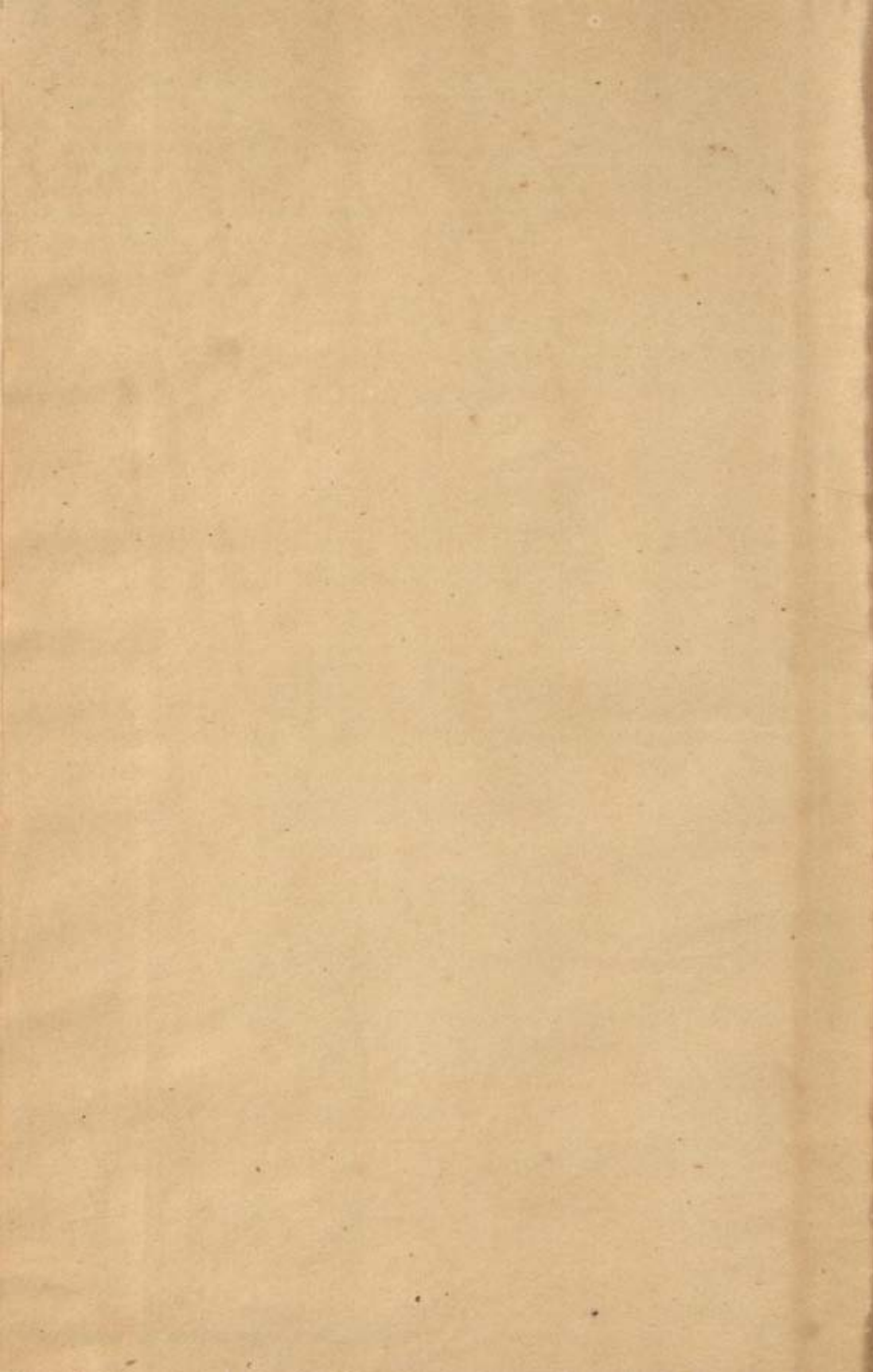
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