

of education. All we are suggesting is that these ideals have been pursued without sufficient reference to their cost and that the taxpayer has not protected his interests with anything like the same effect as the teachers.

173. The salaries of teachers are at present based on a schedule which takes into consideration the length of the teacher's service, the position he occupies and the class of school in which he is engaged. The present Minister of Education has formed a committee consisting of nine teachers and nine laymen representing the school trustees and other interests for the purpose of drawing up a more equitable schedule of salaries than the one at present in force. It would therefore be unwise on our part even assuming we had the necessary information to attempt the preparation of a new schedule, but we have no hesitation in recommending that a new schedule be prepared providing for a reduction in the aggregate of salaries by 25 per cent. This reduction of 25 per cent. should be in addition to such economies as may accrue from the reduced number of teachers which would result from the adoption of all the recommendations made by us in connection with education.

NORMAL SCHOOLS.

174. These schools were started at a time when it was difficult to secure qualified teachers, but that condition has long since disappeared, and we therefore recommend that such fees be charged in these schools as will cover the full cost of their education including interest and sinking fund charges on capital raised for the school building. We see no reason why those entering the teaching profession should be given their technical instruction at the expense of the Province any more than those entering any other profession.

UNIVERSITY OF BRITISH COLUMBIA.

175. The estimates of Provincial expenditure for the year ending March 31st, 1933, include a grant of \$250,000 for the University, which in our opinion the Government will be unable to continue next year. What effect the discontinuance of this grant will have on its ability to maintain its existence, we cannot say without an examination of the affairs of the University, which is outside the scope of our inquiry. Should it eventually be found that the financial resources of the University are so meagre as to impair its efficiency, the question will have to be considered whether it may not be in the best interests of higher education to close the University and rely on the proposal contained in paragraph 163 to establish scholarships to furnish the means of attending a University elsewhere in the Dominion.

176. The difficulty of estimating the economies which would result if the foregoing recommendations were adopted is apparent, but in our opinion they should effect a reduction of approximately \$2,000,000. In the total cost of education of which about 30 per cent. would accrue to the Provincial Government.

MOTHERS' AID.

177. Fortunately for the Province, Miss Charlotte Whitton was retained for the purpose of reporting on and making recommendations in connection with our liability for mothers' pensions. Miss Whitton's report covers some 200 pages and appears to us a valuable contribution to the reform of this service which must be undertaken if the solvency of the Province is to be preserved.

178. The following are some of Miss Whitton's comments:—

In referring to the origin of the Act authorizing mothers' pensions, or mothers' aid, to give it a more correct description, Miss Whitton says:—

"It is interesting in the light of subsequent developments to note that the Commission (the Commission which brought in the recommendation upon which the Act was originally founded) estimated a total of 235 to 243 families, who would come under Allowance, at an annual cost of \$155,000. Within five months of the enactment, 636 beneficiaries had drawn \$118,489.50."

The following was, of course, written before the Government decided to transfer a portion of the cost of mothers' aid to the municipalities:—

"The British Columbia Mothers' Allowances Act is the most generous of its kind on the Continent, and is unlike most Acts elsewhere in force in that the cost of assistance rendered is borne in full by the Provincial Government, and no part is recharged to the municipalities in which the assisted mothers live."

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Following are some of Miss Whitton's comments on administration:—

"In the opinion of the inquiry, the whole question of administration and expenditure in this field in British Columbia has not been receiving the seriousness of consideration, nor the degree of careful supervision demanded by its relationship to public finance on the one hand, and to the social welfare of the beneficiaries on the other.

"The conclusion is inescapable that a measure, primarily designed to provide grants in aid to needy mothers is being utilized to an ever increasing degree for the payment of relief and maintenance grants, not only in respect to dependent children, but in assuring maintenance to a very large group of families, presenting all types of social problems, in the field of physical and mental health, desertion, divorce, domestic difficulties, imprisonment, and unmarried parenthood. It is significant that in 1922-23, in the first report made after reorganization was effected, the Workmen's Compensation Board reported this very tendency: 'Efforts appear to have been made to interpret the Act to embrace all forms of relief, and to try to shift on to the Government many troublesome cases which were proper cases for other forms of aid.' The Board, for a few months by a review of cases, appeared to have arrested the tendency, but the system of administration was not adequate to control it and the same drift developed again and increased.

"Throughout the study, the inquiry staff were concerned at the quite obvious attitude of some of the municipalities toward the payment of mothers' pensions from Provincial funds. Unlike Ontario, Manitoba, and Alberta, and many states of the United States, British Columbia makes no assessment back on the units of municipal government, wherever organized, in respect to the total expenditure annually incurred on mothers' pensions cases therein. Apparently on the basis that the obvious taxation responsibility of the maintenance of such families does not fall directly upon the municipal treasury, there is a marked and growing tendency for some of the municipal governments, and even for prominent citizens and representative officials to bring almost intolerable pressure upon the Provincial officials, and to resort to highly questionable procedure and subterfuge to get mothers and families (especially incapacitation, unemployment, and child-protection cases which ordinarily and justifiably, and in fact in many cases by statutory provision, fall within the scope of municipal relief) 'unloaded' on Provincial funds under the special interpretation and discretionary powers of the mothers' pensions legislation."

Commenting on the cost to the Province, Miss Whitton says:—

"The means whereby the funds for the service are provided are direct—there is no alchemy whereby generous impulses become financial resources. Every dollar expended by the State in this service can come from one source and one source only, the pockets of the taxpayers, upon whom also rests the responsibility of maintaining a decent standard of life and citizenship. The most intricate social philosophy cannot begot the hard facts of the situation that every dollar provided from public funds for the payment of allowances to a mother in need, or any form of social aid, comes directly, but unquestionably from those of the community who are not in receipt of any form of social assistance. The balance of social justice must be held even, lest in relieving the obvious need of one group in the community, undue and oppressive burdens are imposed upon other groups, who may thereby be depressed beyond a modest standard of living, laboriously attained."

179. We understand that Miss Whitton's recommendations are receiving the attention of the Provincial Secretary's Department, and we find it impossible at this stage to make recommendations as to the very substantial economies which must eventually be made. All we can say is, that British Columbia cannot possibly afford "the most generous mothers' allowances on the Continent," as Miss Whitton has already pointed out.

MEMORIAL FROM THE CITY OF VANCOUVER.

180. We have received a memorial from the City of Vancouver with regard to the financial relationship of the cities and municipalities to the Provincial Government, a subject which is outside the scope of our inquiry.

This memorial no doubt resulted from the decision of the Legislative Assembly to transfer a portion of the burden of Mothers' Aid and other services to the municipalities, which in our opinion was a wise decision. So long as the Provincial Government paid the full cost of Mothers' Aid, there was no incentive to the Cities to assist in properly and efficiently carrying out the intentions of the Act. On the contrary, Miss Whitton points out that municipal governments have resorted to "highly questionable procedure and subterfuge to get mothers and families unloaded on Provincial funds." In our opinion the Government which inaugurated these services blundered in their failure to realize the cost, both present and future, and subsequent Governments have also blundered in the administration of this service.