

CHAPTER II

RECOMMENDATIONS FOR IMMEDIATE ACTION

A demand may reasonably be made that the survey staff present in exceedingly brief outline its recommendations for action, in the order in which it believes action should be taken by the administration.

1. To improve the quantity, quality, and variety of diet available for Indian children in boarding schools, seek from Congress at the earliest possible moment an additional appropriation of one million dollars, to be immediately available.
2. For the directing, developmental, and planning work of the Service, seek from Congress at the earliest possible moment, to be immediately available, appropriations for the following purposes:
 - a. The establishment of the recommended Division of Planning and Development, \$250,000.
 - b. The employment of six medical specialists to aid the director of medical work and for their necessary expenses, \$50,000.
 - c. The employment of a senior personnel officer and an assistant personnel officer and for their necessary expenses, \$15,000.
 - d. The employment of a senior statistician and of statistical clerks and for the purchase of statistical equipment, \$20,000.
3. For the general improvement of the Indian Service, seek from Congress for the next fiscal year an emergency lump sum appropriation of \$5,000,000, to be available for:
 - a. Classification and salary standardization of existing positions in the Indian Service according to the Classification Act of 1923, such classification and salary standardization to be subject to the approval of the Federal Personnel Classification Board and to be based on the duties and qualifications which will be required to bring the positions up to a reasonable standard. This subject will be explained at some length in a subsequent paragraph.

b. The creation of new positions in the fields of health, economic advancement, education, and social development at salaries to be fixed according to the new Indian Service classification, as approved by the Federal Personnel Classification Board.

c. Bringing institutions already authorized by law which are to be kept as permanent to a reasonable standard with respect to state of repair and equipment.

d. Establishing public health clinics.

e. Adding additional grades to existing Indian day schools, opening new day schools and providing school transportation for day school pupils, with a provision that not to exceed \$300,000 may be spent for necessary construction. The object should be to provide for children not now in school and to reduce the present overcrowding in boarding schools by making provision for children to attend school in the neighborhood of their homes.

f. Hiring additional labor force at the boarding schools to reduce the amount of purely productive labor required of Indian children, with the provision that not more than \$200,000 may be expended for the purchase of labor-saving machinery.

The classification and salary standardization of existing positions requires further explanation. The basis for the classification should be what the duties of the position will be when the Service has been brought to a reasonably high standard and what qualifications will be required for the efficient performance of those duties. The classification should not be based on the duties and qualifications of existing incumbents in those cases where the present incumbents are deficient in training and experience and hence cannot perform efficiently the duties which should be attached to the position for good administration. Such positions should be classified according to what they should be. The present incumbents who do not possess the qualifications for the positions as thus classified should be treated as temporaries, holding the positions only until they can be replaced with qualified employees. Since they are not qualified to occupy the positions permanently, they should not be given the salaries of qualified incumbents. So long as the position is occupied by a sub-standard temporary employee, the salary should be that which the temporary occupant has been receiving. As soon as a

qualified employee is appointed to the position, the salary should be advanced to the standard range as determined by the new classification and the salary schedules of the Classification Act of 1923.

Every possible consideration, consistent with efficient service, should be shown those present employees who cannot at once qualify under the new standards. In many instances they can be transferred to other positions for which they are qualified. In some instances they can be given leave of absence so that they can make up their deficiencies. If it seems probable that they can make up these deficiencies in a reasonable time, they might well be regarded as probationary employees whose permanent retention depends on meeting the requirements within such reasonable time. Due consideration should be given to the value of practical training and experience, but the ultimate test must be their ability efficiently to perform the full duties of the position. The necessary reorganization of personnel would be greatly facilitated, if the retirement law could be so amended that present employees of sixty years of age or over could be immediately retired if they are not qualified for the positions as reclassified.

4. Take up with the United States Civil Service Commission the matter of securing promptly an adequate supply of properly qualified employees for the positions as reclassified with the new salaries. Eligible registers of persons possessed of the new entrance requirements should be established for: (a) Doctors, (b) dentists, (c) public health nurses, (d) graduate general nurses, (e) dental hygienists, (f) agricultural demonstration workers, (g) employment agents, (h) home demonstration workers, (i) social case workers, (j) recreation workers, (k) school teachers, (l) school supervisors, (m) industrial teachers of various types, (n) director of boys' activities in boarding schools, and (o) director of girls' activities in boarding schools.

Insofar as it proves necessary to fill positions in the Division of Planning and Development by appointments from outside the federal service, the Civil Service Commission should be urged to give the widest possible publicity to the announcement for the examination so that the competition may be general.

This immediate program will give the Indian Service the much needed planning and directing force and will enable it to make

marked headway in the next eighteen months in correcting the outstanding defects. It should then be in a position to make concrete specific recommendations to Congress for further development. Further additional appropriations will be required and should be expected each year for about five years.

In establishing new services Congress has frequently recognized the necessity for granting a lump sum appropriation because of the difficulty, if not the impossibility, of prescribing in detail exactly how the the money shall be expended. The situation in the Indian Service is in many ways similar. An emergency exists. Meeting of the emergency will be materially delayed unless Congress will give to the administration the resources to make the major initial steps for its correction without requiring minute plans and specifications. To get minute plans and specifications, will require a much larger force, both in the Washington office and in the field, than the Service now possesses. The recommendations here made are designed to permit marked advancement along the obvious lines and to furnish to the Bureau of the Budget and to Congress well designed plans and adequate supporting data for further development.