

AGRICULTURAL DEVELOPMENT



Indian threshing on Crooked Lake Reserve. Photo courtesy Glenlow Foundation.

Historical Perspective

The following report examines the part present and future of agriculture development on Indian Reserves in Saskatchewan. The report was developed by the Agriculture Committee of the Federation of Saskatchewan Indians. The committee chairman was executive member Alex Kennedy, other members were Murdock McKay, Consultant agronomist from Prince Albert, Harry Bird from Peepeeksis, Art Irvine from Indian Affairs, James Burns from James Smith, John Gambler, F.S.I. Senate member and member of the Piapot Band and Dr. Red Williams consultant from the University of Saskatchewan Agriculture College.

It is well to commence this report with an historical review of the Indian people to put into perspective the lack of agricultural development up to the present and to indicate their readiness and potential for this development.

The Indian followed the buffalo and other game and between what he took in the way of game and what he gathered from the generous crops of waterfowl, fish, berries and fruit provided by the prairie area, he managed to survive and maintain a healthy vigorous culture.

The Canadian Prairies, has, in a few decades, been converted into one of the most prosperous agricultural areas of the entire world. The fertile soil of these vast plains produces crops in abundance. Livestock thrive on its short

prairie grasses and, from its depths, oil, gas, potash and coal are extracted. Many other products are produced which, all together spell material wealth to the citizens of this land. Native people have not shared in this wealth in comparison to the white man who settled on these plains. Let us, now, take time to study what has or has not been done throughout the few years which have gone by since Indians settled on Reserves.

By 1870 the old world of the prairie Indians was fast vanishing. The buffalo, the

main source of sustenance, had practically disappeared from the land. The newly formed Canadian Government had taken over from the Hudson Bay Company, the administration of Rupert's Land. In 1871, Captain Butler, of the Canadian Army, crossed these prairies, to and from the east, and, on making his report, stated that he did not see one buffalo in all of his twelve hundred miles of travel. The Roman Catholic Mission located at St. Paul, was forced to close and move away due to the scarcity of wild game upon which they depended for this living.

Word of these dire conditions eventually reached Ottawa, and the Government of that day became concerned and decided that assistance for the prairie Indians was necessary. In 1872, a Commissioner was appointed, with instructions to proceed to the prairies and meet with the Indian tribes and discuss with them what arrangements could be made to assist them. Stemming from this move on the part of the Government, a series of Treaties were eventually made, which resulted in the Tribes being allotted certain defined areas as Reserves,

whereon they would reside, develop an agricultural economy and be assisted by way of food, tools, and implements, to become self-sufficient by tilling the soil and raising cattle.

Most of the treaty agreements were alike insofar as the assistance the Treaty Commissioners deemed necessary for the Indians to become engaged in agriculture, and were specified as follows:

For every family who wished to become actively engaged in tilling the soil: Two hoes, one spade, one axe, one crosscut saw, one pit saw, one hand saw, one auger, files, and one grindstone. To the Chief, for the use of his Band: One chest of carpenter tools, one yoke of oxen, one bull and four cows; also, sufficient quantities of seed wheat, oats, barley and potatoes. For every ten families: Five sections of drag harrows, and one scythe for every family. All the foregoing articles to be given for the encouragement and practice of agriculture among the Indians. Provision was also made, although not specified in the treaty agreements, whereby ration assistance by way of flour, tea, bacon, lard, baking

powder, oatmeal, rice, syrup, tobacco and cheese would be given to the Indians while they engaged in cultivating the soil. However, these supplies were to be discontinued immediately cultivation of the soil ceased.

This program viewed from today, demonstrates the paternalistic attitudes which were to color all relationships between the prairie Indians and the Government of Canada. Furthermore, it should have been obvious to the Government Officials even then that a program which plunged an entire people into an unfamiliar way of life would result in disaster without major provisions for Educational Programs, Demonstration Farms and an Administrative Structure sympathetic to peoples needs.

Oxen and cattle were brought into the country from Montana and driven many miles across the prairies to designated locations. The oxen were to draw the ploughs and harrows, and the cattle to be the source of milk and butter for the Indian's table. Seeding, harvesting and threshing of the grain was done by hand, and the scythe and flail were the

harvesting equipment supplied. The Indians, for a time, applied themselves most diligently to the tedious work of bringing the soil under cultivation. One plough and a team of oxen, however, proved to be totally inadequate to cope with the prairie sod, and with this type of equipment the Indians were only able to cultivate small plots of no greater area than an ordinary garden patch. Any grain produced had to be transported vast distances to reach a market. The "Department of Indian Affairs"; of that day, endeavoured to assist by sending into the country small grist mills, operated by water power, which would grind the wheat and barley into a coarse flour which could be used, by the Indians to make a rough bannock.

Certainly there was no evidence in the early efforts of the Government of Canada, of understanding the terrible sentence that had been placed on a helpless people or of the enormous responsibility that had been accepted by the Government upon signing the Treaties.

The former hunters and warriors became confused, isolated and alienated. In a few short years, their craving for fresh meat and distaste for fat bacon became apparent, when the oxen and cattle began to disappear by way of the cooking pot. The result was a rapid deterioration of the Indian culture with many accompanying social problems.

In order to cope with the administration problems posed by the Treaties, and to assure that the cattle and implements, tools, etc. were used for the purposes intended, eight Indian Agents and eighteen Farming Instructors were appointed to live and work with the Indian people. The majority of these Farm Instructors were recruited in Ontario and all were from areas of that province where farming was the main industry. They were selected because they were experienced Ontario farmers and, at that time, it was considered that the farming methods of that Province could be applied in tilling the prairie soils. Thus, the policy for Indians was based on the same erroneous supposition that hindered the early farming practices of the white settlers. The newly appointed Agents and Farming Instructors were posted to various Bands outside the Province of Manitoba and within the area now comprising the Provinces of Saskatchewan and Alberta. The area allocated to each Agent was very extensive and many of them could only visit each Band under their administration once a year when making annual Treaty payments.

Following the appointment of Agents and Instructors, a different method was adopted to assist the farming Indians. The Treaties were completed in the 1870's, and surveys of the prairie reserves by the early 1880's. By 1882 most of the Tribes of the prairies were

settled on their reserves. The Surveyors were instructed to encourage the Indians to settle on suitable arable lands where the soil was conducive to the production of

cereal crops. The locations were to be selected by the Indian Chiefs and their Councillors and, from the reports, it would appear the Surveyors of that day (all of them licensed Dominion Land Surveyors) found but little difficulty in establishing the reserve boundaries. The Chiefs usually selected their land on the basis of its potential as a good hunting area, and the Surveyors looked at the land from an agricultural point of view.

Although it is claimed that the Chiefs had a free choice of land, guided by the wisdom of the surveyors, it is obvious from an examination of the Land Classification of the reserves that good lands of class I and II were largely excluded. Where substantial parcels of land with high agricultural potential had been included Chiefs were coerced into selling land and in some cases actually moved to entirely new and less desirable locations.

Previous to the 1885 uprising by the Metis, a plan to again assist the Indian in cattle raising was developed, whereby substantial herds of good breeding stock were brought to each Indian Agency location and placed under the direct responsibility of the Agent, with instructions to loan, from this herd, to individual Indians, a few head of breeding cattle and, from the natural increases the Indian was obliged to return to the Agency herd the number so borrowed. This method evidently was found to be more satisfactory, as it did tend to eliminate the slaughtering of the animals for fresh meat. Also, the Indian Act empowered the Agent to prosecute any Indian who slaughtered or sold livestock, grain, or any other produce without first having obtained his permission, in writing. It should be noted that this was the beginnings of the infamous permit which locked the Indians into a system which ensured that development would be slow and dependence on the Government handout a certainty. By 1890, the number of cattle in the possession of Indians had risen to approximately 13,000 head. Of this number all but 2,374 head were in the possession of the Cree, Salteaux, and Assiniboine Tribes, and the remainder with the Blackfoot Confederacy Tribes. Apparently the Confederacy Tribes were more interested in racing horses, and it was estimated that they had a total of 13,000 head of horses, mostly of the small pony type, not much in demand as draft animals. To assist them to build up, by better breeding, the quality of these ponies, Percheron stallions were brought in from Eastern Canada and turned out with the herds. In a few years the results became apparent and many of the horses then in the hands of the Tribes of the

southwest were in demand for draft animals and, when broken to harness, proved to be of a hardy type, showing the breeding of the Bronco ponies and the better qualities of the Percheron. The numerous horses grazing in the southwest, cropping the grass closer than cattle, apparently proved a deterrent to the raising of large herds. Today, the number of cattle in the hands of these Tribes runs into the thousands, however, there are very few ponies. In fairness to both the Indians on the reserves and the Agents administering the Indian Act the programs of cattle and horse production were successful because these activities matched the wishes and skills of the people of the day. It is unfortunate that the availability of grazing land and increasing population limited the extent to which beef production could support all residents on the reserves.

The cost of living in the 1890's was considerably lower than today: Fresh meat retailed at 10¢ per pound, flour at \$3.50 per hundred weight, tea at 24¢ and sugar at 10¢ per pound. Potatoes were \$1.00 per bushel and wheat sold from 60¢ to 80¢ per bushel. Horses averaged \$150 per head for good draft animals, while cows and steers were \$40 to \$60 per head. The total income to the prairie Indians, from all sources amounted to \$633,003.87 in the year 1897. Total Government expenditure

Instructors were added to the staff. The Qu'Appelle Agency, formerly established in 1876, was now divided into seven Agencies: Muscowpetung, File Hills, Pelly, Touchwood, Broadview, Assiniboine, and White Bear.

There were now sixteen Indian Agencies established in the Northwest Territories of that time (Saskatchewan and Alberta). Each Agent and his staff of Farming Instructors were instructed to do everything in their power to establish the Indians under their jurisdiction in farming and cattle raising.

One of the significant programs involved the Residential Schools at which boys and girls from seven to sixteen were provided with the "Three R's" and supposedly the skills for livestock and crop production and home making respectively. Fine as the intent of this program was the results were less than satisfactory. The majority of Graduates returned to the Reserves and failed to develop economic farm units. It is not surprising since much of the agricultural training was choring with no training in farm management. Further to this the support required by beginning farmers on the reserves was limited to handouts too small to provide any real chance of success.

One experiment, the "File Hills Colony" was successful for a number of years. In this case sufficient land, materials and advice was provided a few

combination would seem assured.

In 1914 the First World War broke out and many of the farming Indians left their small holdings and joined the Armed Forces. Those remaining carried on tending small herds, and some small areas of grain fields, however, most holdings were so small that the quantity of grain produced and marketed was not sufficient to provide a proper standard of living, and the Indians sought casual employment on the farms of white settlers adjacent to their reserves. While the War lasted many of them were in receipt of a fairly good income from this source. They were exhorted to retain their cattle and, with the force of the provisions of the Indian Act, many Indians continued to raise a few head under the watchful eye of the Agent and the Farming Instructors.

During World War I, the enemy sank a terrific amount of shipping and at times the older countries of the allies engaged in the war were sorely pressed for food supplies, especially wheat and other cereals. Land was set aside by the Indian bands, horses and farm implements acquired, and large tracts brought under cultivation on the Muscowpetung Indian Reserve. However the work was mostly done by non-Indians and shortly after the farm was established the war was ended and the farm.



Indian Agency at Onion Lake during the 1880's.

Photo courtesy Glenlow Foundation.

for that year amounted to \$701,503.83, of which \$229,599.77 was for education, and \$178,103.09 covered assistance by way of rations for destitute Indians. The remainder covered the costs of farm implements, seed grain, livestock, surveys, buildings, grist and saw mills. \$122,730 covered the cost of the entire treaty annuities for all Tribes in Canada entitled to share in treaty payment arrangements. The total number of Indians then under Treaty on the prairies was 18,300 souls.

Following the Metis uprising of 1885, in which a few Bands of Indians participated, the "Indian Department" was re-organized and several additional Agents and

young couples and for the period just prior to World War I a solution to the development of agriculture on the Saskatchewan Indian reserves seemed to be at hand. However, other bands viewed the experiment with suspicion probably because of the domineering manner taken by the agent responsible. The advent of World War I and the drought and depression of the 1930's resulted in the complete disappearance of the 'Colony'.

The File Hills Colony should serve as a guide to modern programming. Adequate support with land, materials and advice will succeed. If the Indian people are also involved in the planning and implementation a winning

livestock, and equipment were sold and the land returned to the Band.

Following the termination of World War I, a few Indian veterans of that conflict were settled on their reserves under the provisions of the Soldier Settlement Act. Scarcely any of these, however, continued farming on their reserves for more than a very few years, and most of the lands set aside reverted to the common use of their Tribe.

The arrival of the depression and drought years of the 1930's caused a serious set-back to farming on Indian reserves. For many years all low lying areas on reserves had been the source of wild hay and water supplies for livestock. The

continued drought over a ten year period dried up this source of fodder and water on many reserves. Cattle died or were slaughtered for meat. Prices lumped to an unbelievable low — cattle going for as little as three cents per pound live weight. This period was the worst disaster ever to come upon the prairies. Indians hauled wood in mid winter, by horse and sleigh a distance of up to twenty-five miles and received from \$2 to \$3 a load of pole wood. Their horses were in terrible condition from want of good feed, and many of them dropped dead while hauling wood to the towns and villages adjacent to their reserves. Words cannot begin to convey to those who were born after the 1930's the terrible conditions that existed on Indian reserves on the prairies!

WW 11

In 1939 World War II broke out and many young Indians rushed to join the Armed Forces and for the years 1939 to 1945 life on the reserves began to improve. The terrible drought was over and along with it the depression of prices for farm products. The prairie soil began to produce in abundance and, in a few short years, the terrible conditions under which the prairie Indians existed for a ten year period seemed to be forgotten. Cattle were again brought in and prices soared. Beef animals that had sold for three cents a pound live weight now brought ten and twelve cents. Grain prices returned to their former value and were in strong demand. The whole agricultural area of the prairies once more became lush fields of grain and pastures and supported herds of grazing livestock. However, far too many Indians, who were good farmers, had reached an advanced age and many of the young ones could not be assisted due to the financial burden of a country prosecuting an all out war effort.

Finally, in 1945, the War ended, and numerous young Indians who had been in the Services returned to their homes and looked about for the means of rehabilitating themselves. As farming was the only source available to them on their reserves, provision was made under the War Veterans' Rehabilitation Act whereby any Indian who had served in a theatre of actual war, could obtain assistance in an amount not exceeding \$2,320, non-repayable. To qualify, the applicant was required to produce proof that at least one hundred and sixty acres of good arable land, within his reserve, had been set aside for his sole use by his Tribe. Many of the elder Indians did not view this request on the part of their members with favour. They argued that there were thousands of acres within their reserves uncultivated that the Veteran could use. However,

the Department of Veterans' Affairs insisted upon the setting aside of certain defined area, and this posed a serious problem for Agents in attempting to assist the Indian Veteran. The sum of \$2,320, was to be expended under the supervision of the Agent and none of this money was to be paid direct to the Indian Veteran. Most Indian Veterans acquired farm tractors and tillage implements and if any balance existed after payment for this equipment, they would request a few head of cattle and some lumber for housing.

Once again a serious lack of foresight existed. The non-veteran required rehabilitation as well and the small grant provided merely tied young men to uneconomic farms when they might have otherwise joined the work force off the reserves. The timing is important. In 1945 experienced farmers were of an age to start again. The task is infinitely more difficult now with a new generation of men with little exposure to modern agricultural practices.

By 1948 the majority of Indian Veterans were settled on their reserves and arrangements were made to secure Band loans to assist the non-Veterans of each Band.

Band loans were approved and, in order to ensure repayment of the loan, some Agents requested the Band to lease a part of their reserve to some of their prosperous farming non-Indian neighbours, and from the source of rental income, retire the loan without having to rely upon their own income. The enterprising white farmer who was successful in securing a lease agreement soon brought large areas of the reserve under cultivation and large farm tractors, tillage implements and the necessary high-cost harvesting equipment were acquired. The costs of producing the crop was a first charge against the sale of grain so produced, and to this arrangement each Indian was required to agree before the equipment would do any tillage work on his holdings. This solution to the problem of financing development from the productivity of the reserve lands probably appeared a good one at the time because it reduced the load on the Federal Treasury. However, few decisions have been as negative in their long term effect. Much of the welfare attitude, dissention among political factions on the reserves, and difficulties in

designing overall agricultural development programs stems from this policy.

In addition to this leasing scheme, and providing there was sufficient interest, a further area of the reservation was cultivated and designated a "community farm project". The proceeds of sales of grain produced on the community basis were deposited to the Band Credit in Ottawa.

These particular plans appeared to work very well for a time and thousands of acres of reserve lands of the prairies were involved. The soil again produced in abundance, and all through the latter part of the 1940's and 1950's rainfall was sufficient and very little crop damage or loss was experienced. However, by 1956 this method, and those of the numerous prairie farmers throughout the west resulted in a huge surplus of wheat that could not be converted into a cash income.

The surplus grains then in storage amounted to approximately 50,000 bushels.

The situation as it then existed, was explained in great detail to Indian Affairs Branch, in Ottawa, and a request made for a loan of \$50,000 to be used to acquire all grain then in the hands of

Indian farmers who were depending upon this income for their living and to assist with the operation of the community farming enterprise. The request was refused and the Agent advised that the officials considered the request a very retrograde step and if Indians were operating Band farms merely to create a surplus they saw no way that finances could be provided.

Thus a community farming enterprise, involving approximately five thousand acres, equipped with necessary farm tractors, tillage implements, costly combines, and with a surplus of thousands of bushels of grain of top quality ended at a terrible loss. The irony of the whole operation was that inside of the next two years the entire surplus could have been sold and converted into cash, together with the additional thousands of bushels of grain which would have been produced in the ensuing two-year period.

In recent years, there has been a reawakening of the Indians interest in himself, in his culture and history and a desire to develop his potential. The time is now ripe to support this desire to take part in agricultural development.

Resources

There are considerable agricultural development on Saskatchewan Indian Reserves. The following sections itemize the more obvious of these resources not only the human and land resources, but the programs and agencies already supporting development.

People

Characteristically the Indian people have a variety of interests, come are genuinely interested in agriculture, while others are not, and this proportion will vary among Indian Bands. Indians have the same range of capabilities as other people and those with the desire and a capability for agriculture can and should be established on viable agriculture units. Others should be offered training for the fields that suits their particular interests and capabilities.

There are no firm statistics interested in a career in farming, but it far exceeds the number of economic units that can be accommodated on the present reserve lands. The population of most Saskatchewan Indian Reserves has long since exceeded the ability of the reserve resources to support them.

When considering programs to assist prospective Indian farmers it must be appreciated that the circumstances outlined in the introduction of this report have left them less qualified than non-Indian farmers moving out of the farming industry. The need for training and adequate extension services are, therefore, all the more essential for agricultural development on reserves. Despite the difficulties Indian farmers face, some have succeeded, demonstrating the same capabilities as other farmers when afforded similar opportunities under realistic programing procedures.

Relating Saskatchewan Reserve Resources to the Population	
Reserve Population	29,485
Off-reserve Population	6,075
Total Saskatchewan Indian Population	35,560
Population Agriculture Could Support	4,550
Population Other Resources Could Support	3,760
Population All Resources Could Support	8,310
Population Requiring Off-Reserve Resources	27,250 (77%)

Land

Potential Arable Acres on Saskatchewan Indian Reserves	
Suitable for Cereal Crops	580,000
Marginal for cereals, ideal for forages	160,000
Suitable for forages only	208,000
Total potential Arable acres	948,000
Natural Pasture Acreage	347,000
Total Agriculture Acreage	1,295,000

Agricultural development programing for reserves must be built around establishing economic units, operated by individuals or as Band projects, where there is a desire and a capability for agriculture. Too often reserve farms are so small that they operate at a loss and contribute little to either the individual or Band funds.

The result of establishing uneconomic units are socially damaging as well. A family trapped by a too small acreage or livestock herd must stay trapped in a welfare supported position or seek supplementary income and neglect the farming enterprise. Either choice will ensure a chronic dependence on welfare and a loss of ambition and pride of accomplishment as the full impact of the hopelessness of the situation is realized.

There are over 300 Indian farms and cattle operations on Saskatchewan Indian reserves that have no real hope of economic success. There are approximately 40 economically viable sized farms and cattle operations on Saskatchewan Indian Reserves, many of which were

formed in the last three years and are in various stages of development. There are another 60 in the process of being established. Fully developed, Saskatchewan Indian Reserves could accommodate the equivalent of 910 individually owned and operated farms and ranches. This would be the equivalent of 702, eight-hundred acre farms carrying some live-stock and 20 ranches built around 250 breeding cows, each. Farm and ranch size, the ratio of farms to ranches, whether the development is as individual units or Band projects, would depend on the circumstances and wishes of the Band on any particular reserve.

There are presently 400 farmers and ranchers on Saskatchewan Indian Reserves earning \$1,211,000 for an average gross income of \$3,025.50 per unit. Most units have less than 160 acres under cultivation so most of the farmers are on welfare and receive varying forms of assistance. The proposed expansion in the size of farm and ranch unit must be accompanied by the appointment of trained agricultural advisors who can

work with individuals and Band Councils to develop and carry out realistic programs. The appointment of agricultural advisors and documenting the potential and limitations of the reserve resources will not solve all the agricultural development

problems but will highlight the requirements if the expected results are to be achieved. Each Band can and should plan their own agricultural development program after fully discussing the alternatives open to them with qualified advisors.

State of Development of Arable Acres on Saskatchewan Indian Reserves

Cultivated Acres leased to non-Indians	183,000
Cultivated Acres used by Indians	108,000
Total Cultivated Acreage	291,700
Uncultivated Arable Acreage	656,300
Total Potential Arable Acreage	948,000

Credit Sources

Farm Credit Corporation

The Farm Credit Act was amended in October 1968 so that through an agreement with the Minister of Indian Affairs and Northern Development the Farm Credit Corporation could make loans to Indians.

The Farm Credit Corporation is a Federal Government Crown Corporation who administer the Farm Credit Act for the purpose of supplying long term credit to Canadian farmers on the security of their equity in land, livestock, and equipment.

The same general conditions apply to Indian farmers in that a farmer must have a large enough farm unit to establish a sound farm business. A standard loan up to 75% of the appraised value of the farm, livestock, and equipment but not exceeding \$55,000.00 with at least 60% of the necessary security in land and not more than 25% in equipment.

In addition Indian farmers were required to have a secure right to the use and occupation of their land base for at least a period of the loan plus one year. The agreement provides that loans made to Indians on reserves must be guaranteed by the Minister of Indian Affairs and Northern Development.

Amendments were made to the Farm Syndicated Credit Act also administered by the Farm Credit Corporation in 1969. Under this act, the Federal Government through the Farm Credit Corporation may lend a syndicate (3 or more farmers) up to 80% of the cost of any machinery which can be used co-operatively by the members in the operation and development of their farm. A syndicate may borrow up to \$15,000.00 per member or \$100,000.00 whichever is the lesser. The same land use arrangements are required for this loan as well, which is also guaranteed by the Minister of Indian Affairs.

The Farm Credit Act was extended in 1970 to Band Councils for loans for Band agricultural enterprises up to a maximum of \$100,000.00.

This form of credit is considered ideal for expansion

of the farm business and has been used extensively by white farmers, mainly for the purchase of additional land. Repayment schedules over a long term period with lower or subsidized interest rates makes this form of credit particularly suited to agricultural needs for long term credit. The fact that strict criteria as to the size of enterprise and the ability to generate sufficient income and the potential profitability of the loan is assured with proper management. Foreclosures on mortgages under this act in Saskatchewan over the years have been minimal.

To date there has been limited use of this policy with approximately 33 individual loans and one Band loan. These loans total \$345,000.00 and involve seventeen reserves.

Indian Economic Development Account Regulations

Vote L5 3B Appropriation Act No. 1, 1970. This act provides that loans may be made directly by banks and credit unions under the regulations that apply to Economic Development Loans under the Department of Indian Affairs and Northern Development.

Such loans are guaranteed to the lending agency by the federal government, similar to the Farm Improvement Loan Act or the Fisheries Improvement Loan Act.

As yet arrangements have not been finalized by the Government of Canada with the lending agencies.

Livestock Loans

This act was affected by the Provincial Government in 1970 through an arrangement with the chartered banks and credit unions. It provided backing for loans for livestock breeding stock only. This act provided

for maximum loans as follows:

- (a) Individual farmers — \$6,000.00
- (b) Partnerships — \$12,000.00
- (c) Co-operatives, associations and incorporated farms — maximum \$18,000.00

A 10% down payment for the borrower is a requirement.

A few Indian farmers qualified under this policy after it was implemented, however, the chartered banks vetoed further loans to Indians on the basis of the legality of holding security on the cattle.

The act was amended by the Provincial Government in 1971 and the guarantee increased

from 25% to 75% to the lending agencies so that Indian Bands could qualify. The Band Council representing the Band may allocate the cattle to individual farmers, however, are responsible for the loan.

The main conditions are as follows:

- (a) The maximum loan available is \$18,000.00
- (b) The borrower is required to pay at least 10% of the purchase price of the livestock.
- (c) Payment of interest must be made not less frequently than once annually.
- (d) The rate of interest per

annum for the loan shall not be more than the prime bank rate plus 1% per annum. Therefore, the interest rate payable fluctuates in accordance with the prime bank rate during the term of the loan.

(e) During the first three years of the loan, the borrower pays the full interest charges to the lender and the Minister of Agriculture will reimburse interest charges above 7% per annum. After the first three years the borrower is not reimbursed on account of any interest.

(f) The first payment on the principal of the livestock loan

General Recommendations

(a) A Band Council or an established Indian farmer should have the prerogative to shop for credit not only to try and obtain the best terms on interest and the repayment schedule, but to attempt to acquire the form of credit most suited to the condition or purpose of the loan.

This recommendation may not be in accordance with views expressed by Indian leaders who have expressed the desire to have credit for Indians under one agency, namely, the Department of Indian Affairs and Northern Development. The main apparent reasons being the added confusion and difficulty of individuals or Band Councils thoroughly understanding the various types of loans and the possibility of using credit available under other agencies affecting other rights.

(b) Since it is recognized that the Farm Credit Corporation policies could provide an ideal source of long term credit particularly in the future for established Indian farms and Band projects, that amendments be requested to overcome the present objections in the following areas:

(1) Managing the land base in the event of default — terms — right of use and occupation, etc.

(2) Other policies should not be restricted due to Farm Credit Corporation policies being in effect. It should be recognized relatively few Indian farmers can qualify at the present time.

The requirement that all agricultural loan applications by Indian farmers must first go to Farm Credit Corporation was put into effect after the Act was amended. This requirement virtually eliminated any agricultural loans from being processed under the Economic Development Loan Fund. This stipulation has been relaxed, however, the borrower or Band should have the right to select the best credit source and not be restricted by the "last resort implications" or letters of refusal by one agency to allow application to another agency.

It is noted present amendments proposed for the Farm Credit Corporation Act will extend the amount of credit up to a maximum of

\$100,000.00 per loan and the land acquired may now be used in appraising the economics and security of the loan. Farm Credit Corporation loans could be useful in the future for Bands or individual farmers in purchasing land off the reserve or financing capital cost requirements to qualify for incentive grants under the Department of Regional Expansion (Special ARDA policy).

(c) It is recommended that the Federal government extend Farm Improvement Loans through banks or credit unions as a form of intermediate term credit for established Indian farmers or Band agricultural projects. The use of conditional sales backing by the Federal government should be considered as a request to establish this form of credit.

(d) A definite policy to establish short-term or productive credit through banks and credit unions should be implemented immediately under the Indian Economic Development account regulations. This Act has been in effect since 1970 (Vote L5 3B), however, definite policies or arrangements with lending institutions have not been implemented.

(e) A request should be considered to establish a definite policy for uneconomic agricultural credit, preferably under the Economic Development Loan Fund. Small loans to help start beginning farmers or young candidates, particularly young people, even though such loans are not economic, appear to have a good deal of merit.

(f) A priority type loan for establishing viable cow-calf operations is requested as a program to supplement the proposed rotating herd program and particularly in view of the resources available for cattle production and land development programs underway on many reserves to support cattle production (ARDA).

(g) Planning, counselling and credit supervision should be a requirement of all types of agricultural loans from the pre-application stage. It is suggested that educational work in this area by necessity should be carried out by personnel trained in agricultural economics;

familiar with reserve conditions and Indian people. Training should also be provided in record keeping and analysis of the farm business.

Planning and counselling for all agricultural loan applications should include assistance in the following areas:

(a) Summarize credit requirements including the type of credit most suited.

(b) Provide details on the land base including productivity, cultivate acreage, acres to develop and similar particulars on leased land or grazing privileges in community pastures or other factors that contribute to the earning power of the farm. Establish a net worth statement — valuation of all the assets and existing liabilities.

(d) Summarize expected income from off farm sources.

(e) Provide details of livestock and machinery, buildings and facilities on hand and project future needs.

(f) Provide details of liabilities including name of creditor, security given, purpose of loan, date loan taken, repayment terms and interest rates, original amount of loan and present balance.

(g) Provide an income expense statement and disposition of net farm cash income for at least the year prior to the loan.

(h) Project debt repayment capacity. This requires detailed calculations for the overall farm as it would be if the loan is granted.

(i) Develop a cash flow projection breaking down the expected cash flowing in and out of the farm business during the year. Such projection should show whether or not operating or additional loan capital will be needed at certain periods of time, how much will be needed and when income will be available for loan repayment. This information should be used to plan a suitable loan repayment schedule as well as the phasing in of the operation.

CONCLUSIONS

The preceding information was provided to outline various credit policies now in effect along with some of the advantages and shortcomings of these policies as they affect agricultural development on reserves.

is not due until two years after the date of the loan. Full repayment of the loan is to be made over a period of not more than seven years and can be repaid in full at any time.

(g) In case of default in respect of any payment of principal or interest, the entire amount of the outstanding loan may become due and payable at the option of the lender.

(h) The bank takes security on the cattle only, however, may ask for additional security on cattle already owned.

(i) The borrower must make prior arrangements with the lending agency prior to selling of the offspring.

Farm Improvement Loans Act

This act has been in effect for many years and is widely used by established farmers. The act is under the Federal Government. The Government provides a guarantee to the lending agency of a maximum of 25% of the total loans in effect.

The interest rate is set quarter annually and varies with the prevailing interest rates and is presently 6%.

A farmer may borrow a total

of \$25,000.00 at any one time including borrowing for land, machinery, equipment, improvements, etc. The maximum loan at any one time where land is not involved is \$15,000.00.

Normally a 25% down payment is required for machinery. The term of the loan varies depending on the amount and the purpose of the loan.

The bank takes a chattel mortgage on the item purchased and is required to take judgment proceedings against the borrower in case of default.

Finance Company

These are high interest loans and are considered high risk loans. By necessity the majority of Indian farmers now operating use this form of credit for machinery, cars, appliances, etc. This form of credit is not suited to agriculture. The low profit potential in agriculture does not allow for the high carrying costs. The short term repayment schedule also acts as a deterrent to the development of the farm business.

The present use of this credit indicates the lack of suitable policies at the present time.

increased to \$50,000.00.

(d) A six member committee, consisting of either of the Minister's appointees (as listed in c), three members appointed by the Federation of Saskatchewan Indians and two businessmen from the Saskatchewan business community consider every loan application as presented by the Regional Business services staff on behalf of the applicant and recommend approval or refusal to the Regional Director if the loan is within his authorized approval limit, or to the Minister for loans over \$50,000.00 and for all grants.

(2) Extension Services

Provide a Regional Agrologist and three District Agrologists for the purpose of offering advice and direction, and coordinating the full range of activity relating to agriculture programming on the Reserve. This area of endeavor is under and improperly staffed. There should be, in addition to present staff, a minimum of four agrologists at field level.

(3) Administration Services

Record and administer transactions relating to land titles and allotments, financial requirements involving lands, buildings, equipment, livestock, etc., and administer related areas of endeavor with respect to Reserve agriculture programming and development.

A \$500,000.00 annual agriculture budget should be provided for the Saskatchewan Region to complement existing programs. In the event present ARDA and Economic Development Fund programs should prove unduly restrictive, the minimum annual Saskatchewan Region agriculture budget should be \$1,000,000.00.

Indian Affairs should have on their staff three experienced and capable field agrologists in addition to the Regional Agrologist. These men should be placed in Prince Albert, North Battleford and Fort Qu'Appelle.

Indian Affairs should continue to record transactions relating to land titles, leases, allotments, etc.; other administrative duties should be turned over to the Bands themselves, whenever a Band administration shows sufficient interest and capability to assume such responsibility. The Department should provide the required training and supervision.

Prairie Farm Rehabilitation Act

(1) Water Development Program

The water development program under the Prairie Farm Rehabilitation Act provides engineering service and financial assistance for farmers residing in the PFRA area of the Prairie Provinces. The same assistance is also granted to individuals residing on an Indian Reserve.

Engineering service is

furnished free, to the extent that staff is available, upon application to the Superintendent of Water Development, PFRA, Regina, Saskatchewan.

Financial assistance is paid on water development projects when the following terms and procedures are observed:

(2) Financial Assistance

(a) On Projects for Individual Use:

Dugouts: Assistance will apply on approved dugouts larger than 2,500 cubic yards. The basis of payment will be 7¢ per cubic yard on that portion of the excavation in excess of 2,000 cubic yards to a maximum of \$150 per dugout.

Stockwatering Dams: 7¢ per cubic yard for earth excavated, plus 25¢ per cubic yard for rockwork and cost of materials purchased, to a maximum of \$600, including earth, rock and materials.

Irrigation Projects: 7¢ per cubic yard for earth excavated, plus 25¢ per cubic yard for rockwork and cost of materials purchased, to a maximum of \$600, including earth, rock and materials.

Repairs: Financial assistance for repairs to small projects may be recommended where required as a result of flood damage or other natural causes within one year after the project is completed, on the basis of 7¢ per cubic yard for earth and 25¢ per cubic yard for rockwork and cost of materials, to a maximum not exceeding 50% of the total financial assistance previously paid by the PFRA.

Consideration may be given to extending the one year period where there is evidence that a project has not been filled to capacity within one year after completion due to limited runoff. Assistance for repairs must be limited to repair of works previously covered by financial assistance from PFRA and must not include any expenditures for enlargements or betterments.

Enlargements, Improvements, or Betterments: Financial assistance may be recommended for enlargement, improvement, or betterment of small projects where it is found advisable to increase the capacity, or ensure greater safety, provided that the maximum, including all previous payments does not exceed \$150 for a Dugout, \$300 for a Stockwatering Dam, \$600 for an Individual Irrigation Project and \$1,000 for a Neighbor Project.

(b) On Neighbor Projects — Stockwatering Dams and Irrigations Projects Only: Where two or more individuals find it to their advantage to pool their water resources, financial assistance may be provided on the same unit basis as for an individual project, but to a maximum of \$1,000 including earth, rock and materials.

(c) Community and Municipal Projects: Applications for Community Projects submitted by Municipalities, Indian Band Councils, or other legally constituted agencies, will be considered for assistance on the basis of their individual

merit following a thorough agricultural and engineering survey. When approved, PFRA will assume responsibility for establishing the location, designing and supervising construction of the project. Construction of such projects is usually handled by contract, and, due to their size, the major share of cost is borne by PFRA. If applicable, the sponsoring agency is required to obtain control of the necessary land and right-of-way required for the project, and accept responsibility for the operation and maintenance of the project effective one year following completion of construction. It is recommended that the provisions of this assistance be extended to include individual farms where it is not possible to obtain a suitable well.

(d) Miscellaneous Services: Water Development staff have assisted Indian Bands with feasibility studies of water and land development on reserves. Assistance in preparing plans, awarding contracts and supervising work has been provided on request from the Indian Band and the Department of Indian Affairs.

(3) Community Pasture Program

During the period 1962 to the present, PFRA has been involved in the development of community pastures on Indian lands. These pastures have been developed at the entire cost of PFRA and are operated with the entire cost borne by PFRA. The following pastures have been developed on Indian lands in Saskatchewan:

An agreement is entered into with the Indian Band and the Department of Indian Affairs which provides for one-third of the gross income to be turned over to the Indian Band. The agreement also provides for a 10-year lease on the land to PFRA, with an option for renewal at the end of that period.

The purpose of the program was basically to encourage native people to get into livestock enterprises, with side benefits of land improvement on Indian lands, employment opportunities during construction, and a source of revenue to the Indian Band.

At the present time an assessment is being made of PFRA's involvement in the operation of all community pastures, including those on Indian lands, and an evaluation is being made of the benefits which have accrued to Indians from this program.

Until this assessment is concluded, it is presently the policy of PFRA not to proceed with more developments on Indian lands. It would seem to be an important step in the program to look at the experience with the operation of these pastures to see how they might be more beneficially used by the native people.

P.F.R.A. pastures provide:

(a) A permanent headquarters establishment, including a house for the pasture manager, a horse barn, a bull shed, corrals, dugouts and watering facilities.

(b) Administration services with respect to collecting and

Agricultural Development Programs

Federation of Saskatchewan Indians

(1) Provides advice and direction for Indian Bands.

(2) Assists in the coordination of available resources, financial and otherwise.

(3) Provides extension services, particularly in the field of communication.

(4) Organizes and conducts meetings on all aspects of reserve programming.

(5) Maintains the Advisory Committee on Agricultural Development.

Department of Indian Affairs

The Economic Development Branch of the Department administers the Economic Development Fund, as well as capital, operational and maintenance budgets. It also provides extension services for the purpose of offering advice and coordinating a program of development.

(1) Economic Development Fund

(a) The objectives of this fund are to:

i) Provide a source of financing in the form of direct loans and development incentives in the form of guarantees and grants to meet the needs of Indian people in the development of viable business enterprises — (agricultural enterprises are included within the scope of "business enterprises").

ii) Make available management advisory services to assist Indian people in the successful operation of their businesses.

iii) Support the range of business services provided by the Economic Development Division in introducing and encouraging Indians to learn and adopt, effective business techniques.

(b) The fund was established by the Governor in Council through vote L53B, January 5, 1971 and replaces the Revolving Fund authorized by Section 69 of the Indian Act.

(c) Authority to approve loans not exceeding \$25,000.00 was decentralized to the Saskatchewan Regional Director and the Saskatchewan Regional Superintendent of Economic Development by the Minister, November 4, 1971. This authority has recently been

remitting pasture fees which are basically six cents per head per day for cattle one year or older. Three dollars for each calf born before August 1st, and a five dollar breeding fee per animal. It costs approximately \$18 annually to obtain grazing for a cow and calf over an average five month grazing season.

(c) Branding, dehorning and castration, if the patron assists the manager, otherwise nominal charges may be made.

(d) Identification of cattle with registered brands or eartags.

(e) Innoculation and spraying

when necessary. Vaccines are provided at cost.

(f) Cattle insurance on half the pastures — losses from all causes average half of one per cent.

(g) Maintenance of fences, corrals, stock watering facilities and buildings.

(h) Pasture riders as are deemed necessary. Reserve residents are hired and trained for this purpose wherever possible.

(i) Quality bulls which run with the cattle over the breeding season and are wintered at pasture headquarters.

purpose of establishing or expanding viable agriculture enterprises on Indian Reserves. The Farm Credit Act was amended in October 1968 so that through an Agreement with the Minister of Indian Affairs and Northern Development Farm Credit Corporation could make loans to Indians. Since that time 28 loans have been disbursed to individual farmers for a total of \$263,700.00 of which only 10 are in arrears; two of these owe less than \$60.00 (accumulated interest on late payments).

Farm Credit Corporation officials observe that results compare very favorably with those encountered in off-reserve situations. This is an indication that Indian Farmers demonstrate the same capabilities as other farmers when afforded similar opportunities under realistic

programming procedures.

In the event foreclosures by Farm Credit Corporation do become necessary, Indian Affairs has guaranteed loan repayment. The probability of Farm Credit Corporation assuming control of Indian land does not form a part of any agreement.

Agriculture programming should ensure the establishment of viable units operated by those with desire and a capability for agriculture. Credit is an essential component of such a program and should be administered by those skilled and competent in the agriculture loaning field.

The Saskatchewan Indian farmer's repayment record of Farm Credit Corporation loans is obvious, unmistakable and documented. It is an illustration of Indian potential under realistic programming

procedures and should be evaluated carefully by all those involved in programming on the Indian reserve.

Others

There are other Governmental agencies, departments, farm organizations and private companies involved in reserve agriculture programming on a part-time basis. The various groups provide a necessary and much appreciated service. These services complement rather than replace the need for reserve agrologists. Adequate provision of experienced and capable agricultural representatives at the reserve level is essential to cope with present programming requirements. The situation is critical and should be resolved immediately.

Community Pasture Program

Pasture	Indian Band	Acreage	Carrying Capacity
Chagoness	Kinistino	5,813	1,000
Cowessess	Cowessess	6,087	
Sakimay	Sakimay	7,030	1,300
		13,117	
James Smith	James Smith	5,584	850
Ochapowace	Ochapowace	19,500	
Kahkewistahaw	Kahkewistahaw	7,500	2,000
		27,000	
Thunderchild	Thunderchild	8,610	1,000
Touchwood	Gordon	9,220	
	Muskowekwan	6,510	2,000
		15,730	
White Bear	White Bear	8,100	1,800

Saskatchewan Department of Agriculture

(1) Agricultural Representative Service

- (a) Provide extension services upon request.
- (b) Perform administrative and other duties with respect to clearing and breaking assistance under ARDA programming.
- (c) Organize short courses and lectures upon request.
- (d) Services are limited due to the heavy workload these men are already coping with.

(2) Agriculture Extension Specialists

- (a) Provide extension services upon request.
- (b) Provide lectures upon request.
- (c) Services are limited since

these men are already carrying a heavy workload.

(3) Agriculture Assistance Policies

Agriculture assistance policies are continually in a state of change. There are usually a number in effect at any given time.

(4) Department of Co-operation

- (a) Provide extension services for setting up co-operative enterprises.
- (b) Provide advice and assistance in the setting up and carrying out of a proper accounting system.
- (c) Provide advice, assistance and periodic evaluations of co-operative operational procedures.

University of Saskatchewan Institute of Agriculture

- (a) Provides a variety of extension services upon request.
- (b) Provides regular and special courses relating to agriculture.
- (c) These services are limited due to human and financial restrictions.

Canada Manpower

Provides financial assistance for educational and technical training.

- (a) Provides professional consultancy services upon request.
- (b) Coordinates extension services upon request.
- (c) Organizes and conducts meetings for the purpose of finding solutions for Indian problems.
- (d) Services are limited.

Farm Credit Corporation

Provides advice and financial assistance for the

What We Need



This section cannot be considered exhaustive of the topic because the need for programs tends to grow as circumstances change and particularly as other programs take effect. The following comments are intended to highlight the issues that are currently of highest priority.

Land and Water Development

(1) Land Development

Current statistics on land resources on Saskatchewan Indian reserves estimate there is approximately 948,000 acres of arable land suitable for cereal crop or grass production. At present there is approximately 291,700 acres cultivated and in production, leaving approximately 656,300 arable acres undeveloped. The estimated cost for developing this acreage is twenty million dollars.

There is approximately 347,000 acres of sub marginal land that could be utilized for natural grazing. A portion of this acreage could be developed for permanent

forage crops to support beef cattle production.

The gross annual revenue that could be generated from the developed arable acreage is estimated at approximately twenty-nine million dollars to Indian Bands or individual farmers.

In order to successfully develop agriculture on Indian reserves, it appears imperative that a goal to fully develop the arable acreage along with a portion of the submarginal acreage over a 10-year period should be the minimum requirement. To meet this objective, annual budgets for land development would be required in excess of two million dollars. This would require aggressive and realistic policies on land development along with supporting policies and programs to adequately service and finance supporting programs in the areas of credit, training, and extension services.

(2) Present Land Development Policies & Programs

There are three policies in effect at the present time under which land development programs may be undertaken through arrangements with the local Band Council as follows:

(a) P.F.R.A. Pasture Development

(b) Pasture & Fodder Development under the general ARDA agreement Land Development to establish individual farmers — under the general ARDA agreement (terminates December 31, 1972)

(c) Land Development under the special ARDA agreement — Department of Regional Economic Expansion

(3) ARDA Policy — Fodder & Pasture Development on Indian Reserves

The Federal Government's Agricultural Rehabilitation & Development Act provides grants through Provincial Government policies for a variety of development type projects under five year agreements. The present ARDA agreement with Saskatchewan is under the third 5-year agreement.

Eligible projects under the ARDA agreement are shared on a percentage basis between the Federal and Provincial Governments, however, in the case of land development policies for Indian reserves, which are implemented by the province, the Federal Government reimburses the province 100%.

The present policies are in

effect under the General ARDA agreement.

Band Pasture & Fodder projects qualify for financial assistance including the following:

(a) Clearing and breaking costs, which include windrow removal, working the land so that it can be tilled with ordinary farm machinery and may include root picking costs not exceeding \$6.50 per acre to a total maximum cost of \$50.00 per acre.

(b) Perennial forage seed costs are refunded in full. The cost of seed bed preparation and labor costs for seeding of perennial forage is not shareable.

(c) Fence material costs are refunded in full to a maximum of \$450.00 per mile, for perimeter and cross fences.

(d) Pasture corral material costs will be paid in full with approval.

The Indian Band makes its own purchasing arrangements for fence and corral material. The Band are responsible for providing construction labor. Assistance will be paid only once on a given section of fence or corrals.

Technical Assistance

Technical and advisory assistance will be made available through the Agricultural Extension Branch of the Saskatchewan Department of Agriculture.

Organization

The Band Council are to appoint an Agricultural Committee to be responsible for planning and supervising project development with one member acting as a project manager. The Band through its committee or council are responsible for the operation and management of the project.

Conditions

(a) There shall be at least six Band members active in raising cattle or having loans to acquire cattle before a Band is eligible for financial assistance. A Band herd will also establish eligibility.

(b) The Band Council shall complete a formal agreement with the Minister of Agriculture, agreeing to operate the project as a Band project for at least a ten year period.

(c) Financial assistance is applicable only to land within reserves.

(d) The Band will be responsible to provide the labor for fence and corral construction and to sow developed land to perennial forage crop.

(e) All clearing, breaking, root picking and working the land is to be contracted by tender on an acreage basis. The contract must be approved by the Agricultural Committee or Band Council. Contract costs must be considered reasonable and approved by the Agricultural Representative.

(f) The Agricultural Committee or the Band Council through their project manager is to assist with the supervision of developing the project as mutually agreed to with the Agricultural Representative.

(g) No assistance will be paid for breaking reverted land.

(h) Development of new fodder projects are not to be approved on reserves having or expecting to have development under P.F.R.A.

(i) The purpose of the policy is to develop land to increase the carrying capacity of pasture and fodder supplies for cattle controlled by the Band and its members and to develop land to meet realistic expected increases in cattle numbers.

PROCEDURE TO OBTAIN FINANCIAL ASSISTANCE

(a) An overall plan of the proposed project should be developed in co-operation with the Agricultural Representative. The written submission accompanying the plan should outline (a) proposed total development giving estimated costs; (b) number of Indian farmers on the reserve and cattle controlled by them; (c)

number of cattle controlled by the Band and by Band members other than farmers;

(d) outside cattle being grazed in pasture and commitments if any for continuing; (e) cultivated acreage farmed by the Band and by Band members; (f) cultivated acreage leased to outside farmers; (g) plans to expanding cattle numbers; (h) other pertinent information.

(b) Completion of the agreement between Band Council and the Minister of Agriculture.

(c) By October 1st of each year - submit request for development along with the estimated cost to the Agricultural Representative for the next fiscal year.

(d) Submit a statement of expenditures through Agricultural Representative on completion of project development.

(e) Grants are paid through the Agricultural Committee's secretary. The Agricultural Representative is responsible for supervision of the grants and committee account.

The development to date under this policy is as follows:

Special ARDA Agreement Under DREE

This is a Federal Government Act which is attached to the General ARDA Act. The agreement between Canada and Saskatchewan was signed in 1971 to go into effect in 1972. The Act provides that incentive grants may be paid directly from DREE for agricultural and other development on Indian reserves.

All new Band and individual farm projects must go under this agreement.

To date all of the conditions have not been set out in written or policy form, however, it appears that two categories of agricultural projects may qualify for incentive grants as follows:

(a) The development of viable supplementary or alternative primary producing activities for the purpose of improving marginal or submarginal income of disadvantaged people engaged in such activity.

It is assumed land development for pastures, fodder projects, or farming would fall in this category and that Indian reserve projects could qualify for up to 100% of the cost.

(b) The establishment, expansion or modernization of any commercial undertaking engaged in the utilization of primary resources. Projects under this category may

qualify up to 50% of the capital cost requirements, the full cost of qualified management for a three year period, and a portion of management training costs and extra ordinary operating costs during the development period.

Viable agricultural projects such as cow-calf enterprises, finishing and feeding etc., could qualify under this section.

Main Conditions

(a) Primary producing activities must have 10% equity and commercial undertakings 20% equity. This may be in the form of land, equipment, livestock etc. Equity is based on the expected capital cost.

(b) To qualify, a project or activity must be a viable undertaking and must create at least three fulltime jobs (minimum \$2500.00 per year).

(c) Incentive grants are limited to a maximum of \$30,000.00 per job created.

(d) The sponsor must submit a written proposal and plan to DREE, the DREE Committee comprised of representatives from the Federal and Provincial Governments, the Federation of Saskatchewan Indians, and the Metis Society, will approve or reject the proposals and if approved, will establish the percentage grants.

Proposed New Rotating Herd Program

Increased acreage, large modernized equipment and improved techniques in handling cattle have all contributed to the necessity for establishing larger livestock operations. The typical farm family can look after a herd built around 200 breeding cows. It is possible to make a living with smaller herds, but a drastic drop in ideal herd size not only reduces total profit, it reduces profit per animal and lessens the opportunity for a profitable enterprise. A herd built around 35 breeding cows may be considered economic when cattle form only part of the farm enterprise.

Indian cattlemen without available fenced pasture acreage resorted to allowing their cattle to run at large. This practice has triggered an increase in cattle rustling. Reserves which previously had large herds saw cattle numbers reduced to practically nil.

In an effort to reverse the trend, Indian Affairs introduced the Rotating Herd Program in the Saskatchewan Region around 1960. Placements were usually ten head, often less. The disappearance of total herds was not uncommon. Whether missing breeding cows were eaten, sold, stolen or died from improper care is not crucial at this point, although various combinations of the above factors did exist. Field staff and Indian Bands seemed to the opinion that the herd should be placed for three years and then rotated. The establishing of viable cattle enterprises appeared to be a minor concern. Few appeared to understand the conditions or purpose of the Rotating Herd Program and those who did were unable to exert sufficient authority toward effective handling of the program.

Group cattle projects often involved participants who had neither the desire or capability for successful operation. When such activity failed it was reasoned that all that was lacking was a project manager. The search for the ideal project manager continued until the project was abandoned.

Group activity has always drawn more applause than individual accomplishment. Group projects surviving only because of free use of land, no taxes and continued Government support received colorful headlines which followed a similar pattern. Government pours large sums of money into projects. This and pictures of groups of Indians doing work which could be handled by one or two men created colorful copy and false impressions which served no useful purpose. Group cattle projects like individual operations can and should be established on Indian reserves. The operation must be kept free, however, of those features of band politics which promote the inclusion of individuals who lack the

interest, desire or capability for successful cattle production. Band and Departmental pressures for human involvement beyond the point of economic sensibility must desist.

Cattle herds should be operated by those who have desire and a capability for raising cattle. Programmers who follow this objective and do everything else wrong will undoubtedly achieve some progress. Those who do not deliberately promote failure projects and induce harmful effects, in spite of the fact that other procedural aspects may be carried out with faultless precision. Realistic objectives are crucial, without them progress is stifled and programs are without real purpose.

The individual Indian should set as his objective, if cattle are his only source of income, a herd involving not less than 200 breeding cows. If he considers as an ultimate objective a herd involving many times this number so much the better. Immediate objectives may be 50 or 100 breeding cows; even so, the real cattle men will have the driving force and desire to fruther maximize their potential. Resource Inventories show, on most reserves, an abundance of suitable agriculture land not being farmed by Indians, and the individual is not required to limit his horizons to a reserve situation. It may make real sense to purchase land off the reserve and prepare for any eventuality, particularly in view of rapidly increasing reserve populations and the unpredictable features of reserve politics.

There is no real purpose in selecting applicants who obviously will not, or are not in position to plan and work to accomplish desirable objectives. Individual desire must be accompanied by interest and capability for cattle production. Capability evolves from genuine and continued interest and is demonstrated in obvious ways.

The minimum placement should not be less than 35 breeding cows; anything less does not represent economic viability. A stockman required 35 breeding cows to justify full use of a bull. Provision of Departmental bulls has not proven adequate or satisfactory. Rotating Departmental - bulls among various stockholders results in continuous arguments, dissatisfaction and generally improper care of the bull. Stockmen purchasing their own bulls are most apt to ensure proper bull care and satisfactory breeding performance.

Each Rotating Herd holder must observe the terms of the Agreement; if he does not, the herd should be transferred immediately to a more dependable applicant. The applicant should have sufficient land base. The

A Proposed Specialized Loan for Breeding Stock Under the Economic Development Fund

The Federation of Saskatchewan Indians respectively request the Department of Indian Affairs to implement a specialized credit program under the Economic Development Fund to establish economically viable ranch-type beef cattle enterprises on Saskatchewan Indian Reserves.

It is clearly evident from indepth studies carried out by the Federation's Agriculture Committee on the potential for beef cattle production on Indian reserves that a realistic and aggressive intermediate term credit policy is urgently needed to complement the proposed rotating herd policy and to provide the opportunity for Indian cattle producers to gain a fair share of the tremendous market developing for beef production in western Canada.

The major justifications for this request are as follows:

- (a) The long-term outlook for beef is considered excellent by agricultural economists.
- (b) Many Indian people have experience and the ability to produce and manage beef cattle efficiently.
- (c) Beef cattle production is the one agricultural enterprise that will provide the "quickest payoff" with a relatively lower requirement for capital cost investment compared to other types of farming enterprises.
- (d) A realistic credit program to establish viable ranch-type units could have a decided impact on the increasing need for welfare assistance.

(e) Development of the potential total beef herd that Indian reserve land resources could accommodate would have a decided beneficial effect on the general economy of the country through creating employment, new wealth, and other side benefits.

(f) Significant acreages of improved pasture and hay land is being developed under the ARDA program as Band projects and on individual farms. Several large pasture projects are also under development by PFRA. Approximately one million acres of reserve land could be utilized for beef cattle production. This land has a potential of supporting fifty to one hundred thousand cow-calf units, depending on the type of farming that develops on reserves. Intensive educational and other supporting programs including credit are needed to achieve this goal and to ensure that present land development programs continue.

(g) The lack of adequate credit policies in the past is considered one of the major limiting factors contributing to minimal agricultural production on Indian reserves.

Proposed Guidelines

- (a) That the proposed loan be available only once to individuals or bands applicants

that have the potential to establish a viable ranch-type unit and are approved by the Band Council.

(b) That the Band Council 'endorse' the loan and provide supervision of the program on the reserve.

(c) That a minimum of 35 head of breeding stock, plus a herd sire, be considered a requirement under this policy — and that loan apply on bred females. (heifers or 2nd calf cows)

(d) That the applicant has at least a 10-year land use agreement on a sufficient land base to establish a viable cattle enterprise approved by the Band Council. An eligible land base could qualify under one of the following categories:

i. A ranch-type unit operated by an individual large enough to provide sufficient grazing and feed production for at least a 100 head cow-calf unit.

ii. A land base controlled by an individual to provide hay and feed grain production along with grazing privileges in the Band or PFRA pasture for a minimum 100 head cow-calf unit.

iii. An acreage controlled by the individual large enough to provide fall and spring pasture with grazing privileges for a minimum 100 cow-calf unit in the Band or PFRA pasture and permit privileges in the Band fodder project or hay land for at least 300 tons of fodder annually.

(e) That the repayment period be based on production

potential of the cattle. A minimum seven year period is recommended.

(f) That interest charges be waived the first year and that principal payments be scheduled in equal installments over a five year period with the first principal payment due at the end of the second year.

(g) That a grant of 50% of the original loan may be earned by the borrower and Band Council, providing the borrower has established at least a basic herd of 50 head (calved females) within a five year period.

(h) That the Department take security on the original breeding stock and all offspring and that authorization to sell any of the stock be a requirement with sale receipts processed through the Band Council and Department.

(i) In case of default in respect to any payment of principal or interest, the entire amount of the outstanding loan becomes payable and as such case the livestock may be treated as a rotating herd by the Band Council and/or Department.

(j) That the application have suitable wintering facilities, handling facilities, and an adequate water supply developed before the application is approved by the Band Council.

(k) That all arrangements concerning land use, grazing or permit fees, require prior approval in writing by the Band Council.



Corrals, part of Sturgeon Lake Cattle Co-op.

argument that cattle roaming the reserve is adequate, must desist.

How substantial is a rancher without a ranch?

Such programming provides an ideal breeding ground for opportunists of no real purpose. Solid performance and adequate land base go hand in hand.

Revenue from the sale of Rotating Herd cattle is often forwarded to Headquarters for their use and benefit rather than used for replacement purposes. Applying continued pressure to acquire other

revenues to replace money forwarded to Headquarters is a cumbersome, needless, expensive, time consuming, inadequate exercise. Agriculture specialists at District, Regional and Headquarters level all recognize that this procedure results in the tendency to hold unproductive animals and destroys the profit opportunities of potentially viable units. Money from the sale of unproductive cattle should be reproduced at District level and used for replacement purposes.

The well known adage "The Road to Hell is Paved with Good Intentions" is very apt when considering program implementation and success on Saskatchewan Indian reserves. Well intentioned people both Indian and non-Indian have devised projects and programs with admirable objectives and elaborate design. The results were at best mediocre, usually slight and occasionally disastrous in the dissolution and disruption

that followed their collapse. This section deals with the major problems to agricultural development program implementation.

4.1 PROGRAM AUTHORITY AND RESPONSIBILITY

The following are examples of two instances where program implementation has succeeded or appears to be succeeding and some of the weaknesses that are still apparent:

- (1) Special ARDA Program

— The following remarks are taken from an information sheet provided by the local staff of the Department of Economic Expansion when launching the final draft of the Special ARDA Program. . . . "The Department of Regional and Economic Expansion recognizes that regional economic disparities exist in Canada. The Regional Development Incentives Act and the Special area

Program Implementation

agreements are two of the Department's programs designed to achieve the objective of reducing such inequalities.

The Department also recognized that the native people were not benefitting to any great extent from these programs and that native peoples were often economically disadvantaged and faced with unemployment problems. To help solve these problems the Department drafted a program known as the Special ARDA Program.

The important point initially was that the Department of Regional and Economic Expansion recognized that the same basic programs are needed by Indians as other disadvantaged groups but that special consideration must be given to implementation on the reserves. The information went to report... "The native associations made suggestions for changes in the program. Changes were made and the program was presented to the national associations and provincial governments of each province. Again disagreements arose and program changes were recommended..."

The program was discussed and what is most important, was revised in line with the recommendations made by the Indian representatives and representatives of other agencies which would be involved in implementation.

The program, despite its strong points, has a serious limitation which is the lack of advisory staff to ensure success of the projects. Although the project can be designed to include consultants and ongoing management by off-reserve personnel, the job of getting the proposal out to the Bands, project preparation and detailed advice to individuals is weak or lacking. However, a good program becomes known about despite poor communication but unfortunately the amount of money available is likely far short of the number of project proposals resulting from underrated expectations.

(2) **Fodder and Pasture Development** — As an example, in the Saskatoon District since 1967 there has been \$425,867.80 spent on clearing, breaking and seeding individual farm and Band projects. To this point the funds allotted and the objectives have been commendable but the follow-up illustrates the weaknesses that almost ensure a high failure rate.

(a) There are no staff available for the detailed advisory work necessary for beginning farmers.

(b) The required machinery must be purchased through finance companies at interest rates in keeping with little or no security.

(c) Livestock cannot be acquired in large enough numbers through existing programs to fully use the

developed resources.

(d) The acreages per individual is often too small to allow for the establishment of an economic unit.

A new aspect to program responsibility is developing as larger agricultural projects are launched and management becomes more complex.

(1) The Special ARDA Program provides for grants to cover outside management which in turn leads to the possible problem of the relationship of the Band Council to the project manager and the project manager's authority with individuals involved in the project. Of course, the actual arrangement will depend on the decision of each Band Council at the initiation of the project, however, certain considerations are probably common:

(a) The Band Council must have final authority on the overall project and the manner in which it will apply to the individual band members.

(b) The Manager needs clearly stated guidelines.

(c) The Manager needs freedom to make decisions on a day-to-day basis.

(d) There must be a ready line of communication between the Band Council and the manager.

Details will vary but a suggested pattern for Bands administering a major agricultural project requiring a manager is as follows:

Staffing Requirements

A serious difficulty with agricultural development programs on Indian reserves is the lack of advisory and management staff who have the specific training and experience to ensure a reasonable chance of success. If Agricultural Development Programs of the future are to meet expectations it is essential that sufficient staff at several levels of training and experience be provided.

A second general observation which has a bearing on staff requirements is that any attempt at developing Indian farmers among those who have expressed the desire to follow this vocation must take into account that the majority of these men, ambitious as they may be to own and operate a farm and although they have lived their lives in a rural setting, have only the most elementary skills to bring to the enterprise. The massive input of advisory services is the only possible way that these potential Indian farmers can avoid becoming heavily indebted without a reasonable possibility of eventual success.

There are several levels of staffing the agricultural development programs. Initially much of the staff must be non-Indian but if appropriate training programs are continued or initiated the possibility of qualified Indian agriculturalists advising Indians is not out of the question. (See section 4.3).

recruits these individual farm advisors be also responsible for selecting these people and providing them with some orientation courses before they commence their advisory work. It would be quite reasonable to carry out this orientation program along with the Indian farmers with whom they would work.

Indian Agriculturalists

In addition to the experienced farmers who would develop out of the agricultural projects on reserves there should be an active program of training Indians to take over the role of agricultural advisory work. Success in this area has been limited to date and part of the difficulty seems to have been that the Indian candidates were not prepared for the training programs provided. In addition, it is probably true that the courses of study were not designed with the Indian farmers or advisors in mind. On-the-job and practical-type training will be more successful with potential Indian agriculturalists than expecting them to fit into such formal programs as those at the School of Agriculture or in the College of Agriculture. (See Section 4.3).

In conclusion, it is restated that no Agricultural Development Programs are going to be successful on Indian reserves unless there is adequate advisory staff.

Management

In the initial stages of practically any agricultural development program on Indian reserves, there will be a requirement for top level management not normally available on reserves. It is recognized that this will not be Indian management in the beginning but in keeping with the intention of the Special ARDA program the non-Indian managers should be so tied into the reserves organization that Indians are trained to take over management after a reasonable interval of time.

Financial support for the managers for programs which fall under the Special ARDA program has already been provided for but it is recommended that for other agricultural programs that do not fall in this same classification, that managers be also provided.

Like the Agricultural Representatives assigned to Indian reserves, the managers for agricultural production will require some specialized training concerning the people they are going to work with before taking up responsibility on Indian reserves.

The relationship of off-reserve management to the Band Council and the members of the Band will depend upon the decision to each Band Council but as have been suggested in Section 4.1 one logical way to organize the lines of responsibility is to have an Agricultural Advisory Committee which has a revolving membership independent of changes in composition of the Band Council.

BAND

BAND COUNCIL

PROJECT MANAGEMENT COMMITTEE

PROJECT MANAGER

PROJECT STAFF

- 1-2 council Members)
- 1-2 (Band Members with special skill pertaining to project, but not on project staff)
- 2-4 (Off-reserve advisors) (Project Manager)

(2) A concept that has merit in developing some programs involves the rewarding of responsibility. Examining many of the programs of the past, responsibility has been treated in one of two ways:

(a) A patronizing position is taken by the program administrators so that no responsibility is laid on the individual, or

(b) All or part of the program is completely without support so that the individual has responsibilities for which he is equipped.

It is very desirable that agricultural programming recognize that individuals or Bands require as much but no more responsibility than they are equipped to accept

Support grants should be given as a reward for performance rather than to buy success for a program by unrealistic grants. These with responsibility should be carefully identified so that the program will take this into account. If the Band Council has a direct responsibility in a program or must accept the results of a failure of an individual then some reward should accrue to the Band Council on the completion of a successful program. For example, rather than write-off a certain portion of a loan to an individual for good performance, have some of this excused repayment paid to Band funds for which the Band should carry the first

responsibility for supervising the loan.

(3) The phrase was used "as much, but no more responsibility than they (individual or Band Council) are equipped to accept." This has special meaning in the reserve situation. Off-reserve this would be a slight directed at those concerned but on the reserve where resources people such as accountants, lawyers, agricultural representatives, etc., are not readily available or experience in using their services is limited, the statement about being unequipped to accept responsibility merely recognizes the cultural isolation of the reserves.

There are several suggestions on the method of acquiring this type of assistance.

(a) Through a program of recruitment by the Federation of Saskatchewan Indians.

(b) As a program operated by some voluntary agency such as CUSO with skill at recruiting, selecting and orienting volunteer staff.

(c) Carried out individually by each Band Council.

The initial requirements for these farm advisors would be, of course, experience in agriculture. However, there will be additional knowledge required of these men if they are going to be effective on Indian reserves. It is suggested that the organization which

A variation on the above suggestion is that in the very early stages of the program development that the Advisory Committee might have as part of its membership some non-Indians with special knowledge of the project, who would serve for a few years while the experience of the Indian people increased relative to the specific projects under development.

Farm Advisors

Where a project manager has been assigned there is probably no need for further support staff, since this manager should be capable of advising the individual members of the Band on their specific agricultural program. Where there is no project manager available, there is a great need with beginning Indian farmers to have advisors who can work with them as frequently as is required to provide reasonable assurance of success, perhaps daily during certain critical periods. One logical source of this type of assistance seems to be non-Indian farmers within commuting distance of the reserve.

(1) **Program Staff** — Most development programs such as those from ARDA or the Farm Credit Corporation or FCC have sufficient staff to administer them but are completely inadequate to service the program involving most native people. It will be necessary for these programs to be staffed sufficiently that Band Councils and individual band members can be acquainted with the opportunities and responsibilities in the program offered and then advised of these factors regularly as the projects develop.

(2) Agricultural

Representatives — In the agricultural communities surrounding reserves the ratio of Agricultural Representatives to farmers is about 1:2000 and this is in a situation where many other specialists from government and private industry are providing service as well. On Saskatchewan Indian reserves this service is provided by three men — Mr. Murdock McKay, Agricultural Representative (Special Projects — Indian and Metis), Mr. Art Irvine (Indian Affairs) and Mr. Don Neilson, Agricultural Representative (far north) plus a small amount of time from some of the regular Agricultural Representatives. This input in a situation in which practically every Indian family should have an interest in agriculture at least at the family garden level and possibly up to Band projects involving many thousands of dollars.

It is suggested that there be an appointment immediately of four experienced Agricultural Representatives with special responsibility for Indian reserves. In addition, there is pressing need for two farm management specialists.

It is further suggested that the appointment of these Agricultural Representatives be made with experienced men rather than new graduates. It seems quite reasonable to

suggest that these Agrologists be provided with an opportunity to gain some additional training related to the special problems, history and culture of Indian people before they are faced with shifting from non-Indian to the Indian clients.

Professional Consultants

Agricultural consultants are not readily available in Saskatchewan and so it is quite correct that this report should recognize that the Saskatchewan Institute of Agrologists are on record as being available to serve the Indian people in their agricultural development programs. This offer has only been used to a limited degree as yet but the demands are increasing as projects are developed under the new Special ARDA Program. This service by the Saskatchewan Institute of Agrologists members should be recognized as only supplementary to the advisory services provided by the Agricultural representative service rather than replacing it, and recognizing this, the Saskatchewan Institute of Agrologists will only provide this service when it has been requested through Mr. McKay or Mr. Irvine.

This section of the report focuses on the educational change that should accompany agricultural development on Saskatchewan Indian Reserves. In development, education plays a dual role. First, it provides the required knowledge and skills, and second, it helps to make it easier for people to accept the changes in their lives caused by the development.

It is possible to approach education for agricultural development through existing governmental departments and agencies, through provincial or regional organizations, or through local organizations. The best choice is to fit the agricultural aspects of education into the overall pattern from community development under whatever auspices it functions. The reasons for this is that agricultural development must be part of the efforts to help individuals and communities solve individual and community problems and see the process of how better to solve their problems. This meets the Indian's concern to bring about change with Indians actively involved, feel committed, have a voice, and influence outcomes.

Systematic development, as opposed to the too slow evolution or the too disruptive revolutionary change, working to a blueprint agreed upon by the Indians depends on education and involvement by all.

The traditional authority-obedience formula has begun to break down on Saskatchewan Indian reserves and in its place Indian involvement and participation has emerged. However, this will require that Indians acquire new skills and

concepts that are radically different from those previously required.

It is strongly suggested here that there must be an educational program to accompany agricultural development on Indian reserves, and it must involve the Indian people themselves.

Educational programs for Indian people have been anything but successful as evidenced by the present state of social and economic development on the reserves. The only viable solution to the present conditions lies in some innovative form of educational program, as devised in the Federation of Saskatchewan Indian's Task Force on Indian Education. This report encourages educational planners to incorporate the concept of continuing lifelong education into any over-all plan of Indian education.

Education cannot cease with

childhood and adolescence but it must be a continuous process throughout life. Therefore, educational planning must be continuous as well and great emphasis must be placed on educational programs for adults. A comprehensive adult education program is the key to any agricultural development program for Saskatchewan's Indian Reserves.

Adult education programs are necessary to assist those families who remain on the reserve to take part in agricultural and other types of development and to prepare those families who will leave the reserve to adjust to an off-reserve life.

Four kinds of resources must be developed — material, cultural, personal and organizational resources.

The prime material resource for educational development is capital, which, of course, is

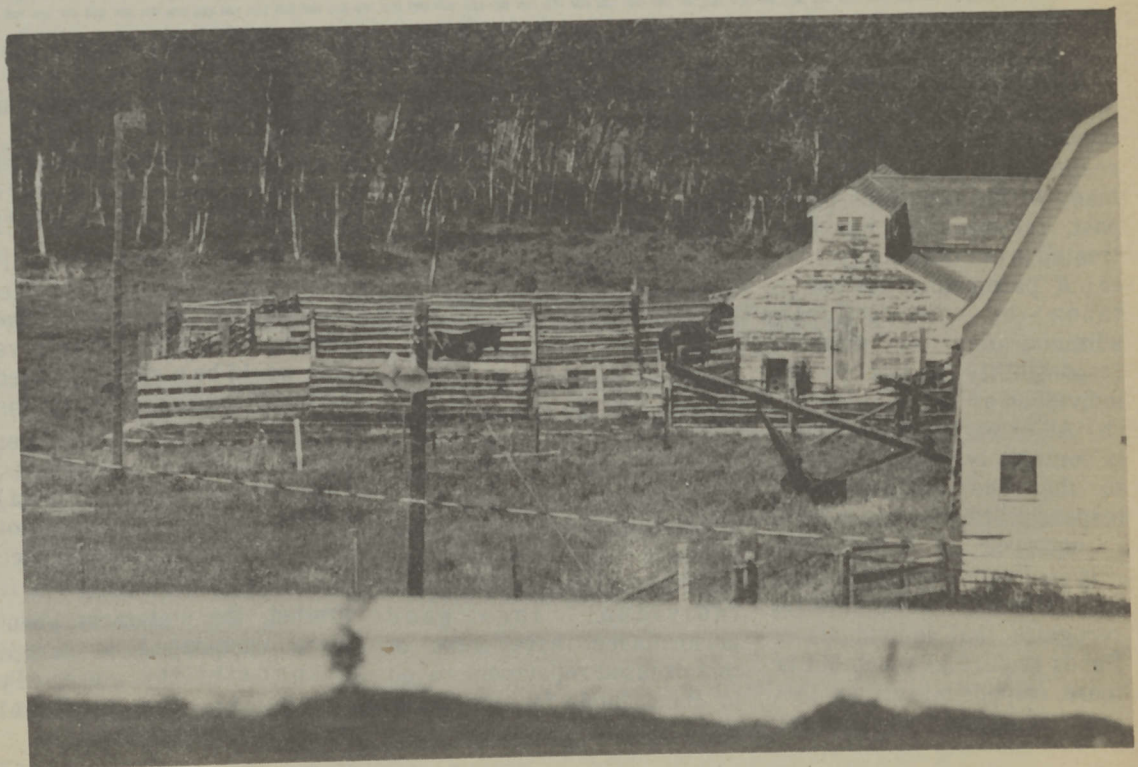
limited in amount. Nevertheless, expenditures in education are an investment in social development which in turn influences economic development. Specific funds for an adult education program in agriculture is essential whatever its source, federal, provincial or organizational.

Today, the essence of education is learning how to learn. Unfortunately, the education programs for the Indian people have been forced on them and have been so unrealistic that they now view any future offerings with a great deal of suspicion. It is quite apparent that educational programs must contain the aspect of assisting Indian people to see their alternative opportunities as well as the information which would allow them to seize opportunities. Without the former the latter will be largely wasted effort.

TWENTY YEAR FINANCIAL REQUIREMENT PROJECTION FOR RESOURCE DEVELOPMENT

Physical	
Clearing and Breaking	\$20,400,000.
Machinery and Equipment (\$24,000 x 900)	21,600,000.
Buildings and Improvements (\$10,000 x 900)	9,000,000.
Livestock (\$300 x 30,000)	9,000,000.
	\$60,000,000.
Staffing	
Four additional Agricultural Representatives Specifically for Work on Reserves (Totals)	\$ 105,000.
Six Indian Agricultural Representatives.	60,000.
Two Farm Management Specialists.	39,000.
Annual Salaries: (7 x \$15,000)	36,000.
(6 x \$10,000)	\$ 240,000.
Annual Travelling Expenses (13 x 3,000)	
Annual Office Expenses and Misc.	
PHYSICAL	\$60,000,000.
STAFFING (20 Years x 240,000)	4,800,000.
TOTAL 20 YEAR REQUIREMENTS	\$64,800,000.

Education Program



Conclusion

ESSENTIAL PROGRAM REQUIREMENTS

As the Agricultural Development Committee prepared this report a number of factors were identified which must be considered as of the utmost importance.

- (1) Adequate financing of programs.
- (2) Accelerated education programs.
- (3) Greatly expanded advisory services.
- (4) Resolution of reserve land tenure problems.
- (5) Accelerated land development for both individual and Band projects.

Program Proposals

This reports has two specific program proposals which will have immediate and widespread benefits for agricultural development on Saskatchewan Indian reserves.

- (1) A proposed new rotational herd program — based on a minimum placement of 35 cows. (See Section 3.2)
- (2) A proposed specialized loan for breeding stock under the Economic Development Fund — for ranch-type operations with the range and winter feed necessary for a 100 cow-calf unit. (See Section 3.3)

Improved Credit Policies

There are several improvements in existing credit policies which would be of great benefit to individual Indian farmers and Band Councils.

- (1) An individual or Band Council should be able to shop for credit without first obtaining a letter of refusal from the Farm Credit Corporation.
- (2) The Federal Government should extend Farm Improvement Loans through banks and Credit Unions for established Indian farmers or Band projects.
- (3) Provision should be made through the Economic Development Loan Fund for uneconomic agricultural credit for beginning farmers.
- (4) The provisions of PFRA program for community projects should be extended to include individual Indian farmers requiring assistance to develop a suitable water supply.

Expanding Advisory Services

There are many sources of advisory service which must

be expanded.

(1) Development programs such as those from ARDA and the Farm Credit Corporation must be staffed so that projects can be visited regularly.

(2) There is an immediate need for four experienced Agricultural Representatives plus two farm management specialists with responsibilities for serving Saskatchewan Indian reserves.

(3) A program of recruiting, selecting and orienting experienced farmers for day-to-day advisory services is desirable.

(4) The Department of Indian Affairs and Northern Development should expand its staff in Saskatchewan to a Regional Agrologist, plus three District Agrologists to coordinate agriculture programming on Saskatchewan Indian reserves.

(5) A staff person should be attached to the Extension Division of the University of Saskatchewan, Saskatoon to coordinate the development of 4-H programs on Saskatchewan Indian reserves.

(6) A program should be designed specifically to train at least six Indian Agriculturists who will be prepared to provide advisory services in support of the agricultural representatives.

6.5 CHANGES IN ORGANIZATION

There are many changes which are internal Band decisions but which can be facilitated through program assistance.

(1) The Federation of Saskatchewan Indians should establish a team of specialists who can assist a Band Council during the sessions where land tenure and allotment is being considered.

(2) The Department of Indian Affairs and Northern Development should establish a procedure, appropriately funded, of adding to reserve lands.

(3) The Department of Indian Affairs and Northern Development should encourage enlargement of farms onto lands adjacent to reserves.

(4) Programs designed for a particular reserve should be all inclusive so individual interests and Band interests can be resolved.

(5) A \$500,00 annual agricultural budget should be provided for the Saskatchewan Region through the Department of Indian Affairs and Northern Development.

(6) The Band funds should receive some reward upon the successful completion of an individual or Band project which required a significant input of reserve resources of Band Council responsibility.

(7) All programs should be adequately evaluated before implementation, during progress and following completion.

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(CKRM Regina

— Thursday 7:30 P.M.)

(CJGX Yorkton

— Tuesday 9:30 P.M.)

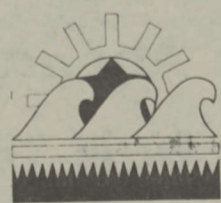
(CKBI Prince Albert

— Saturday 5:15 P.M.)

(CJNB North Battleford

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