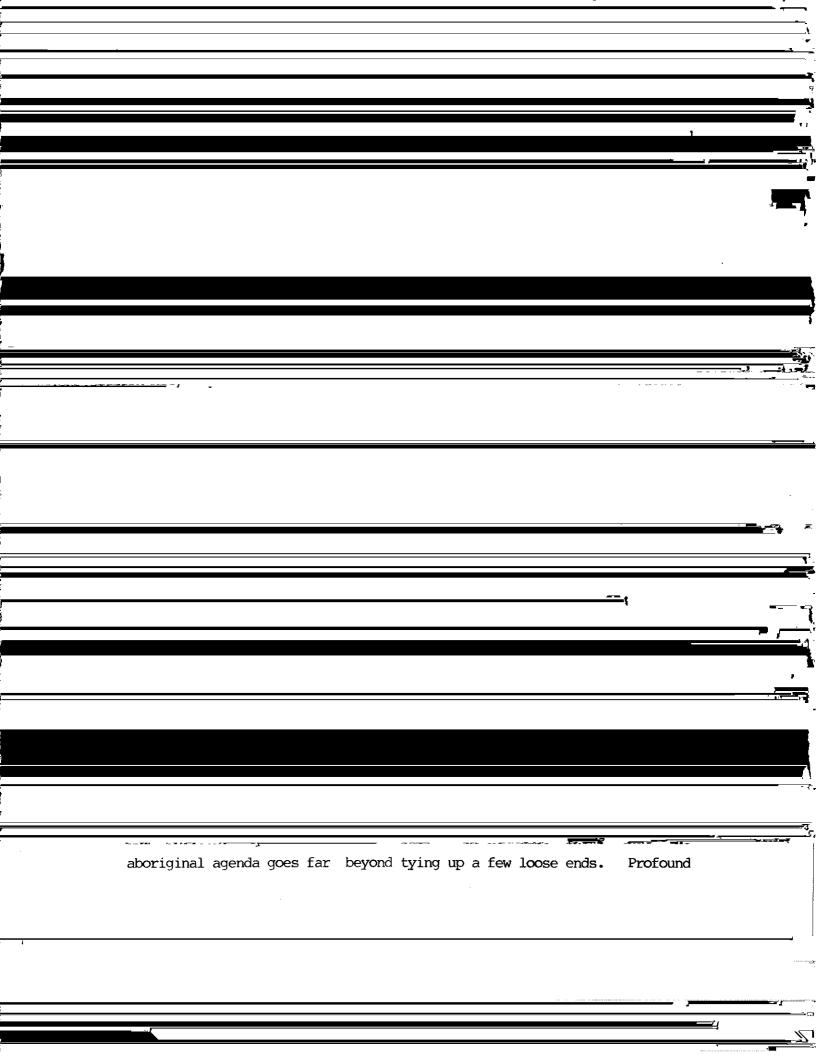
Norman K. Zlotkin



Queen's University

Discussion Paper No. 15 Copyright 1983

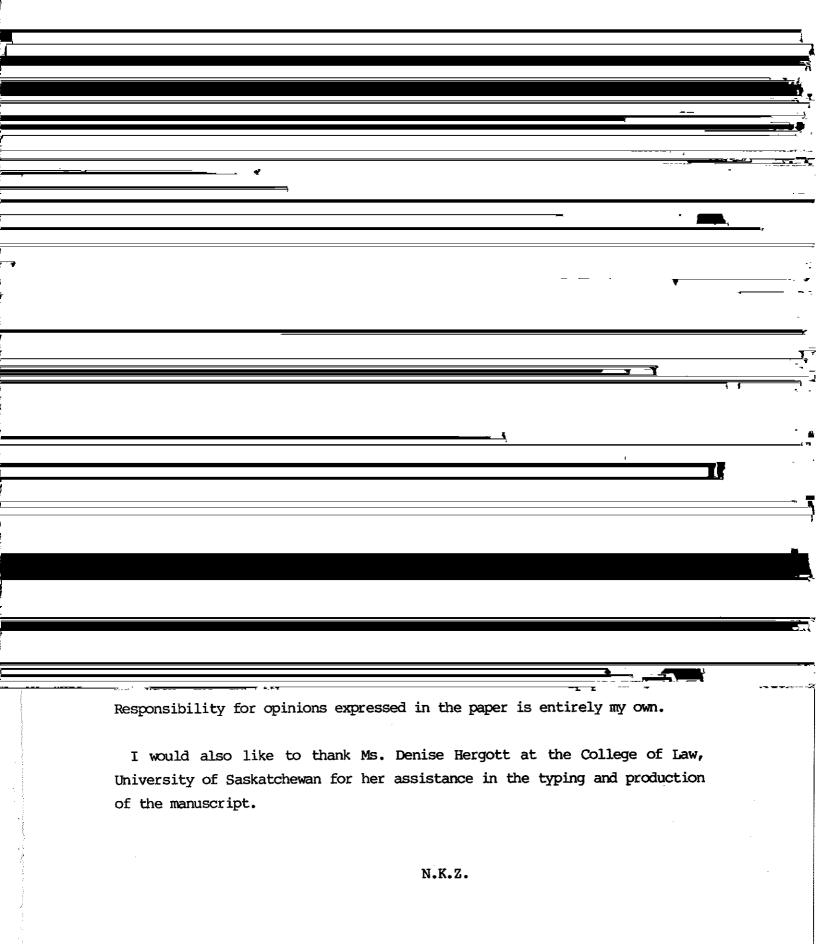
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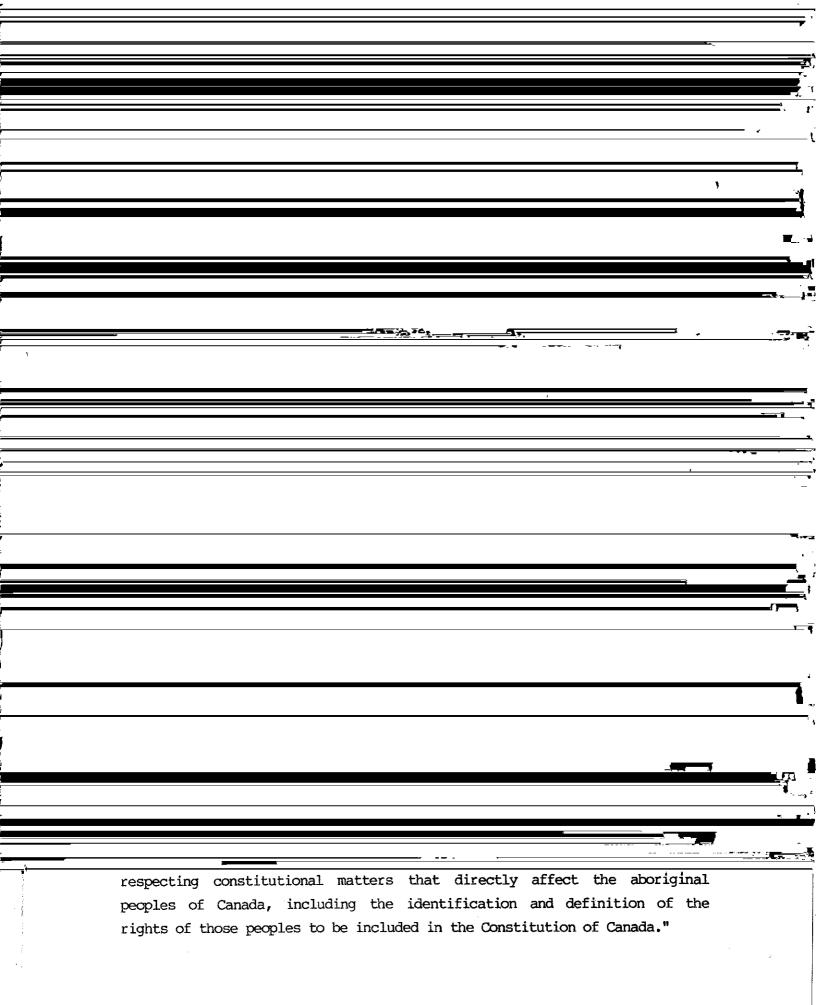


hrehare mire haber as prore more esta College of Law, University of Saskatchewan and their staffs for the support they provided him.

Richard Simeon

Director February 1983

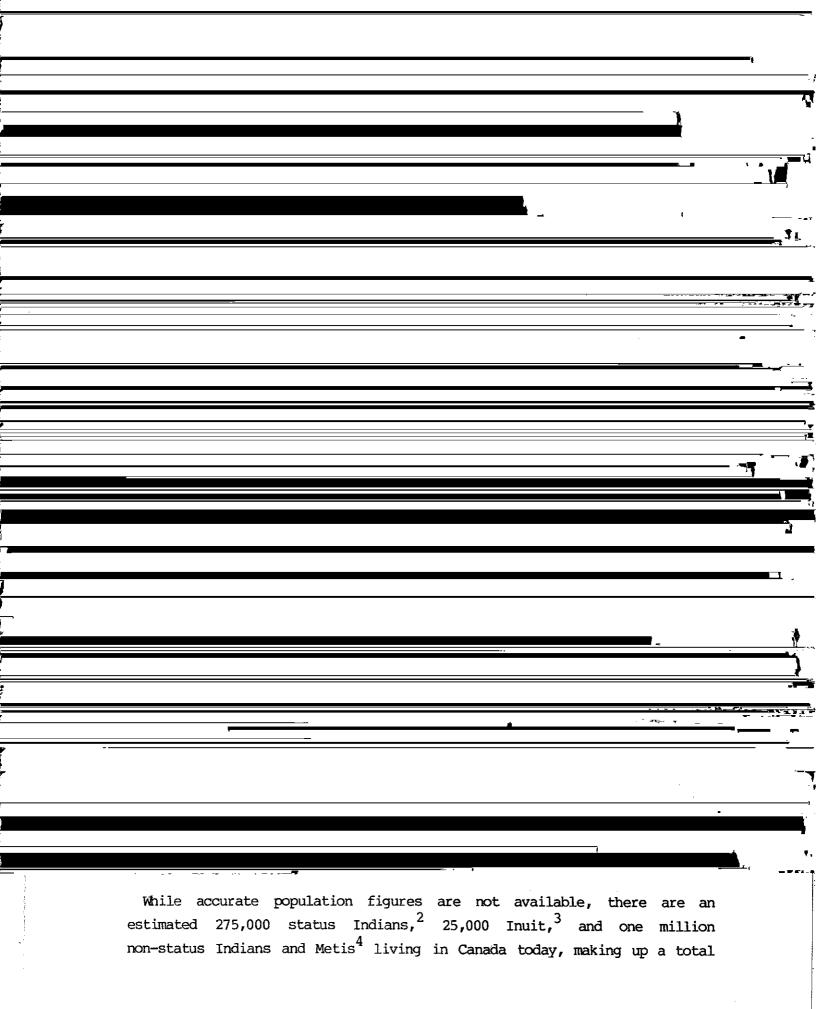




responsive to modern conditions, and that many of the rights issued above would properly fall under the heading of treaty rights. Similarly, rights claims settlements may in land created recognized constitutionally entrenched at a future date; the range of such rights could be as broad as the settlements themselves. Two procedural issues are likely to receive a great deal of attention at the conference: the future participation of aboriginal peoples in the constitutional amendment process; and their demand that their consent be required for any constitutional change affecting them directly. It is essential that the constitutional conference lead to an eventual,

successful resolution of outstanding issues between governments and

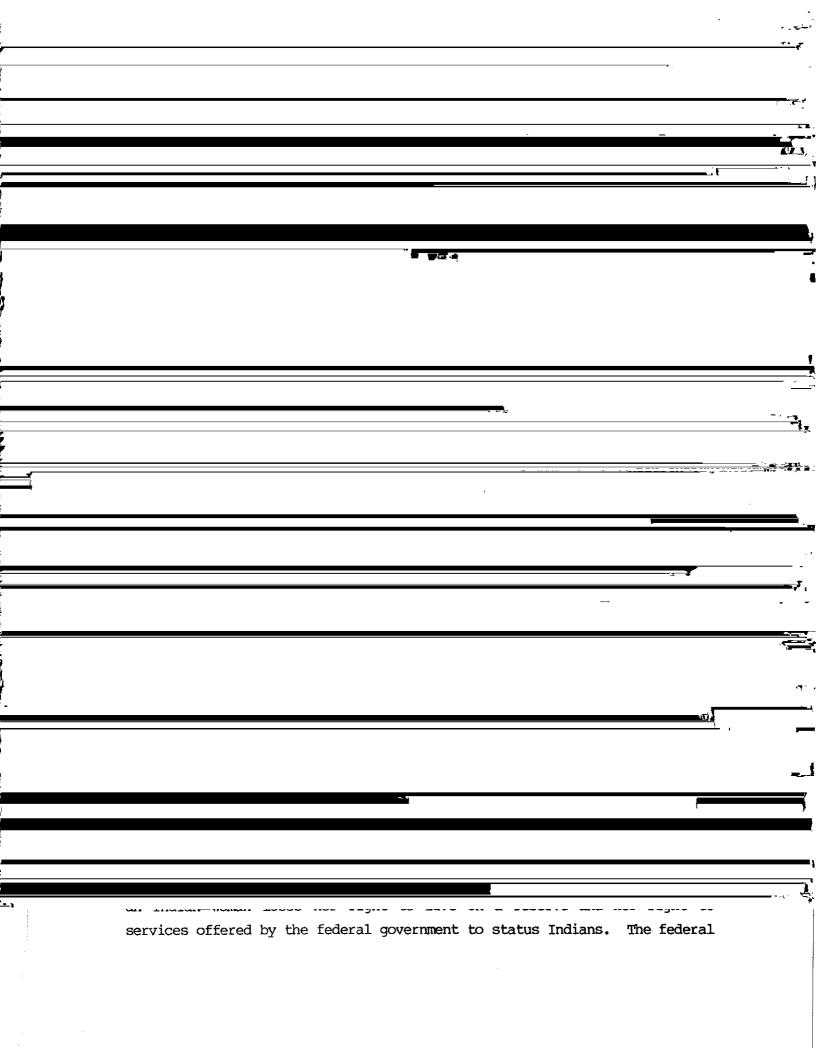
Finally, it should be noted that this paper is based on documents and information available at mid-December 1982. As the conference draws nearer, its agenda will be refined and its procedure determined. Some of the issues discussed in this paper may not be raised at the conference. They are nevertheless serious concerns of the aboriginal peoples, and will inevitably be raised at a later date or in a different forum.

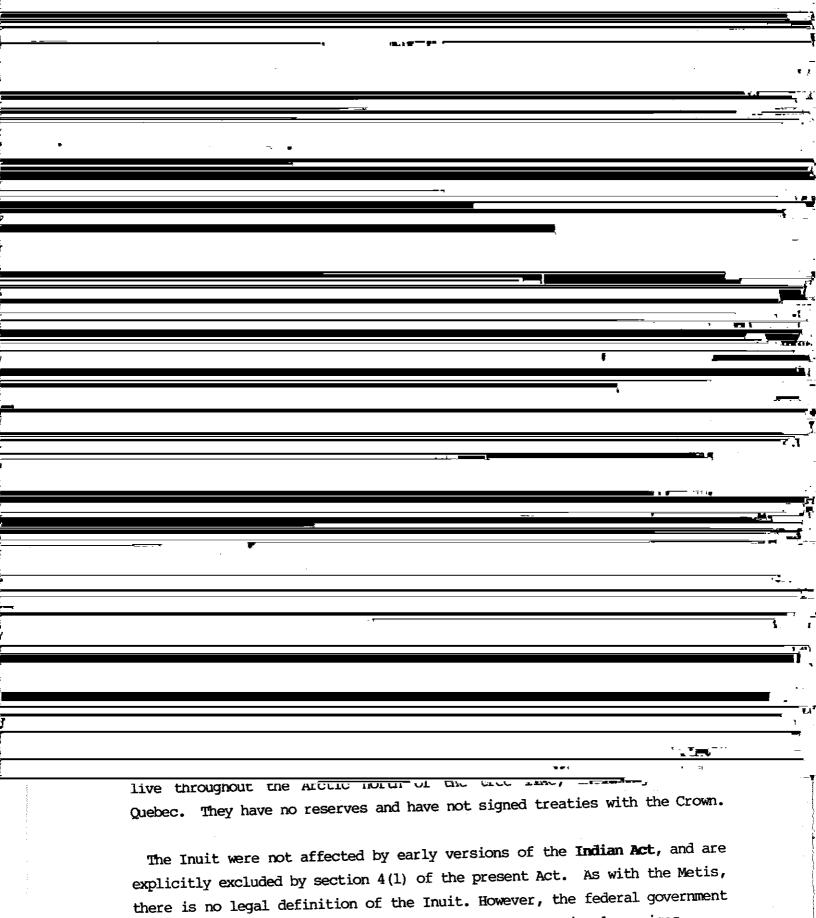


post-confederation treaty-making period (1870-76). When these treaties were signed, aboriginal peoples were given the option of taking collective "ownership" of reserve lands or of taking individual ownership of a certain Individuals who chose collective ownership were registered as Indians while those who chose private ownership were not given Indian status. If Indians

happened to be away hunting or fishing, or if their band was located in a remote area that was missed by the treaty party, they might not have been

registered under the Indian Act.

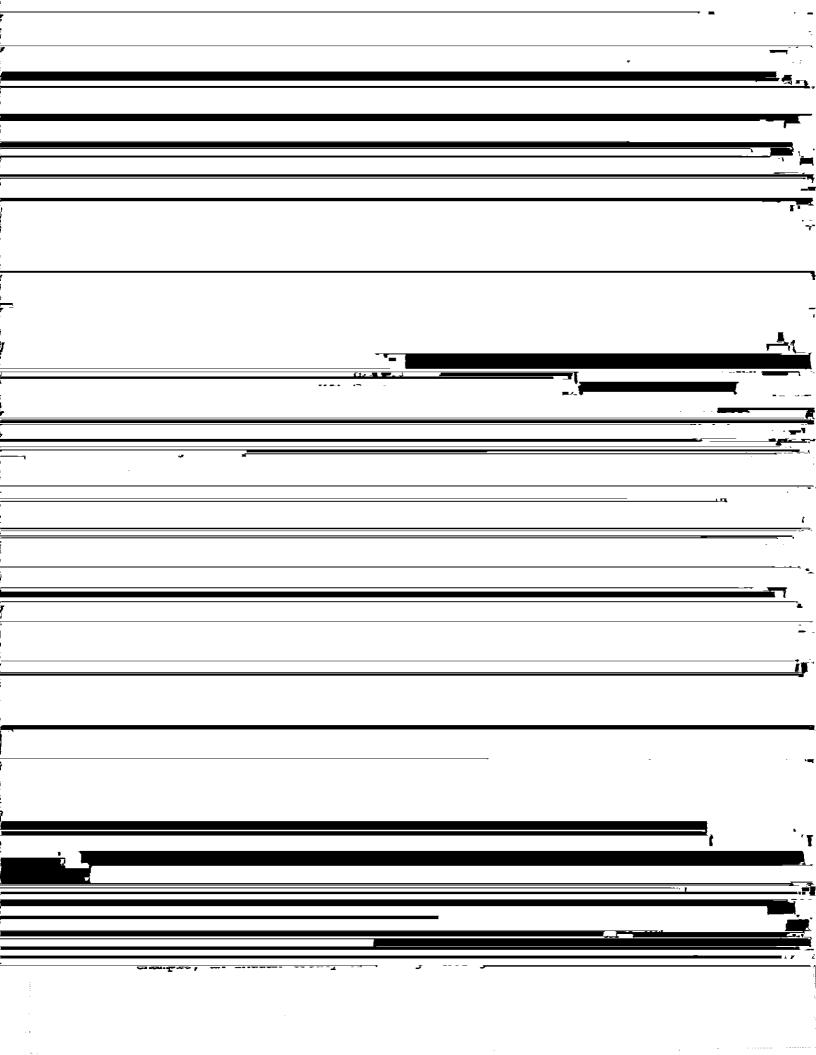


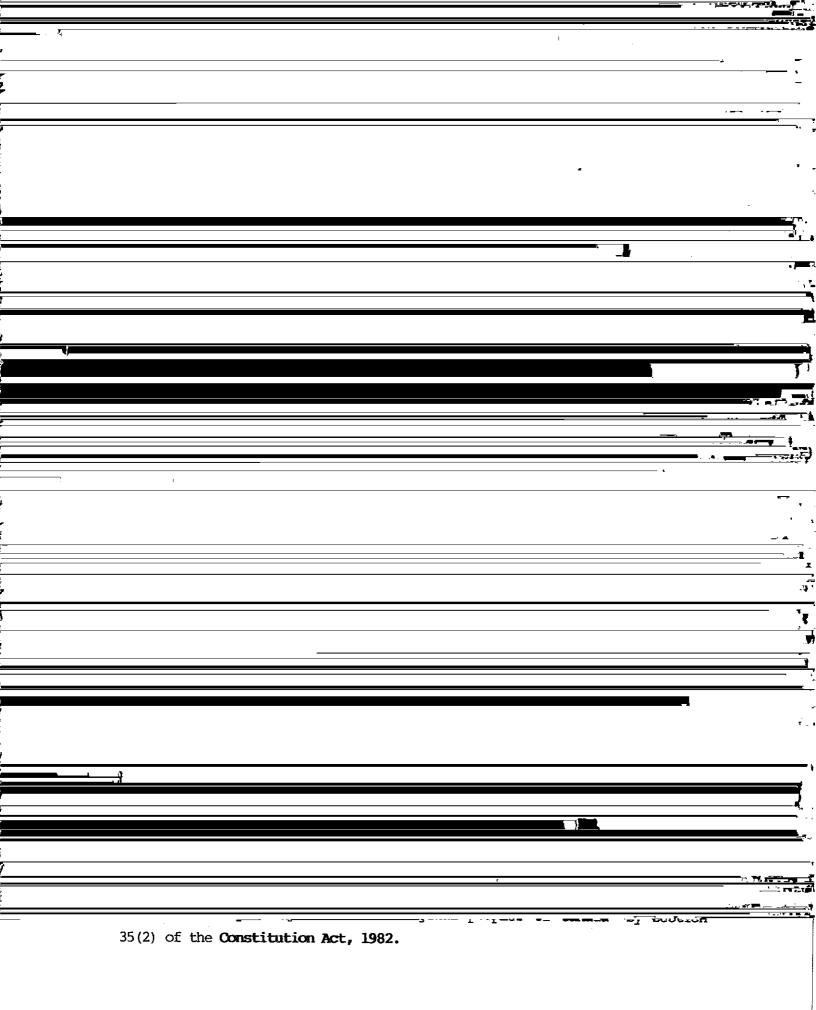


provides them with certain economic, health, and educational services.

Myar Free Calletton Of "Lacober 1/4] During the 1700s, Britain was preoccupied with two related millitary decention to the entructions. To mee that the transfer to me present the transfer the present the transfer the transfer that the transfer the transfer that the transfer the transfer that the t War, and facing discontent among the Indian tribes on the frontier over the western movement of settlers from British colonies on the Atlantic seaboard. Britain feared an Indian alliance with the French. To meet the

Indian threat, the British followed a policy, from 1754, of recognizing Indian rights in the territory west of the colonies and forbidding settlement on Indian lands unless their surrender had been authorized by England. 16





British Columbia. 29

In 1912, the boundaries of $Ontario^{30}$ and $Quebec^{31}$ were extended to their present northern limits by legislation which specifically required that treaties be made with the Indian inhabitants.

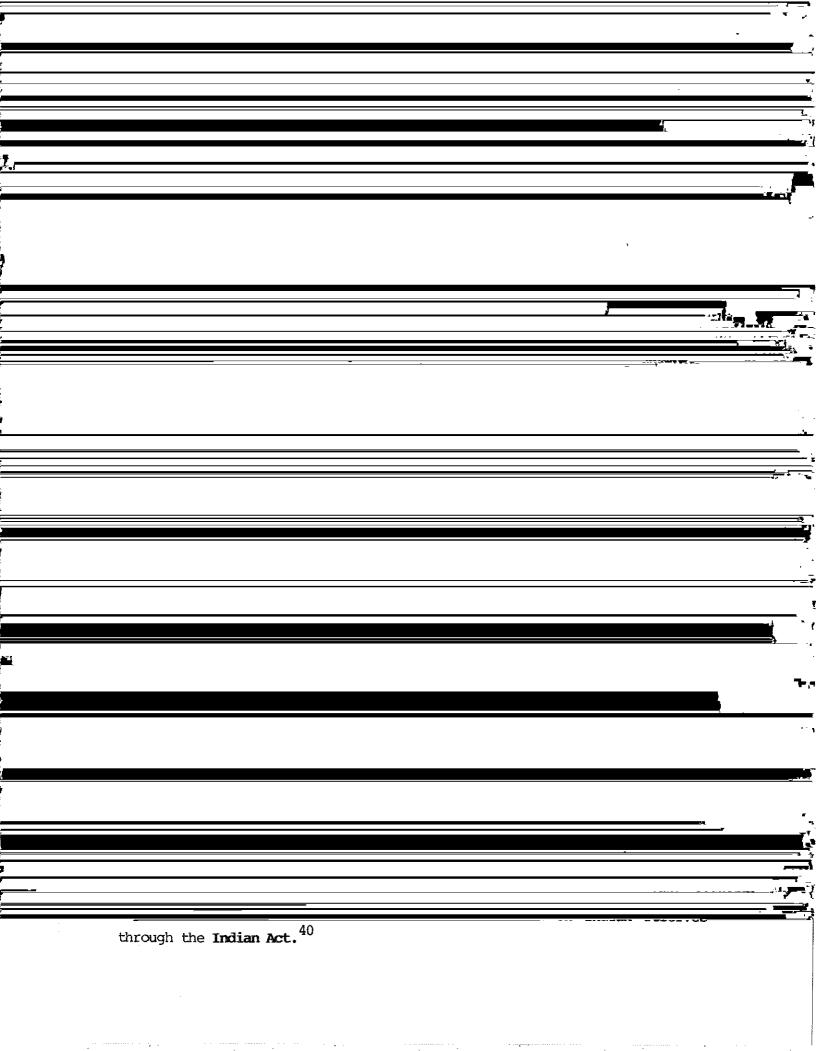
The statutes and orders mentioned above may be interpreted as recognizing and guaranteeing the aboriginal rights of the native inhabitants of the areas concerned. It should be noted that both the Rupert's Land and

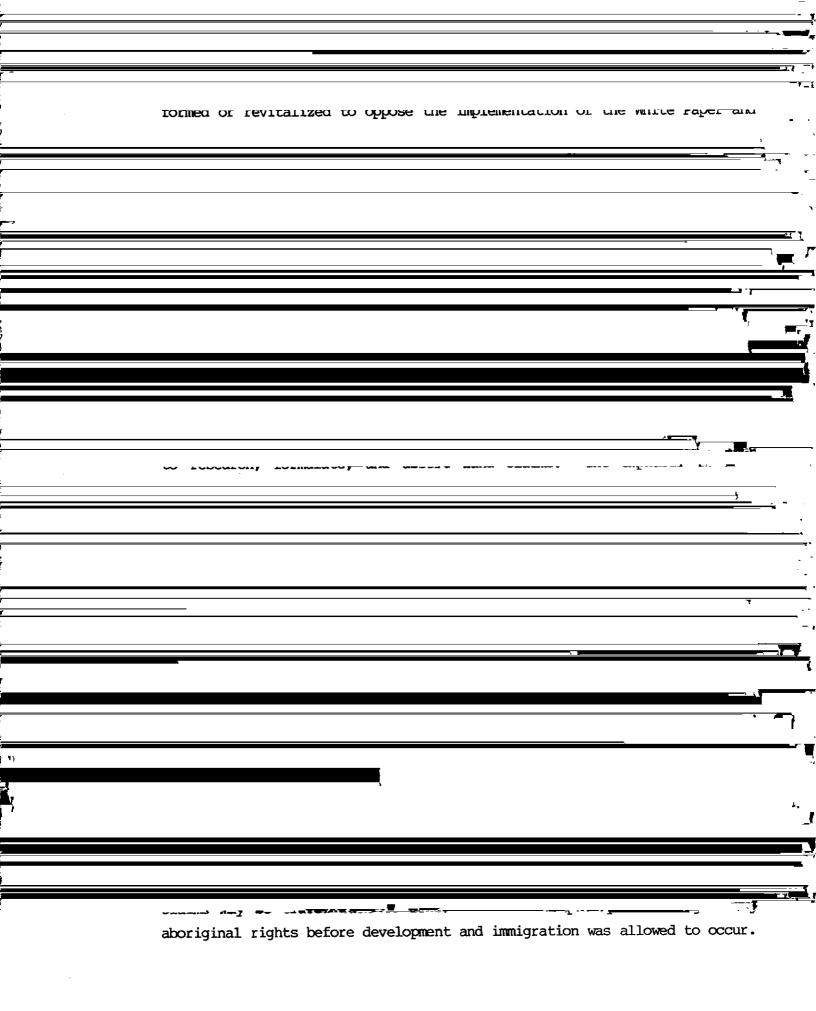
and has excluded non-status Indians and, by implication, Metis, from their benefits. 36

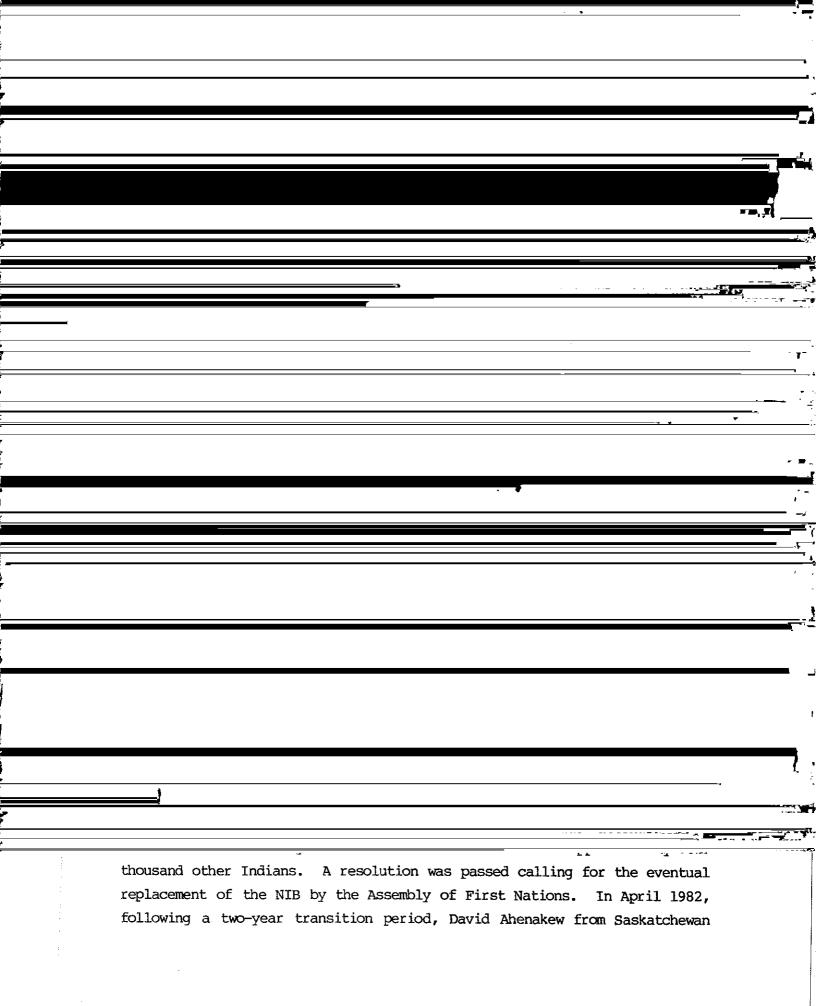
The Metis

Although the Metis were not given constitutional recognition at confederation in 1867, their role in Canada's formation cannot be ignored. In 1869, the Metis formed a provisional government under the presidency of Louis Riel, which negotiated Manitoba's entry into confederation on terms designed to protect the political, cultural, and land rights of the Metis. Through the Manitoba Act, 1870, 37 the federal government put into effect several key demands of the Metis. Manitoba was admitted as a province into confederation and given representation in Parliament. French and English

received or been allotted half-breed lands or money scrip (or his descendants) is not entitled to be registered as an Indian. Through its inclusion in Schedule I to the Constitution Act, 1982, the Manitoba Act, 1870 is also included in the constitution of Canada.

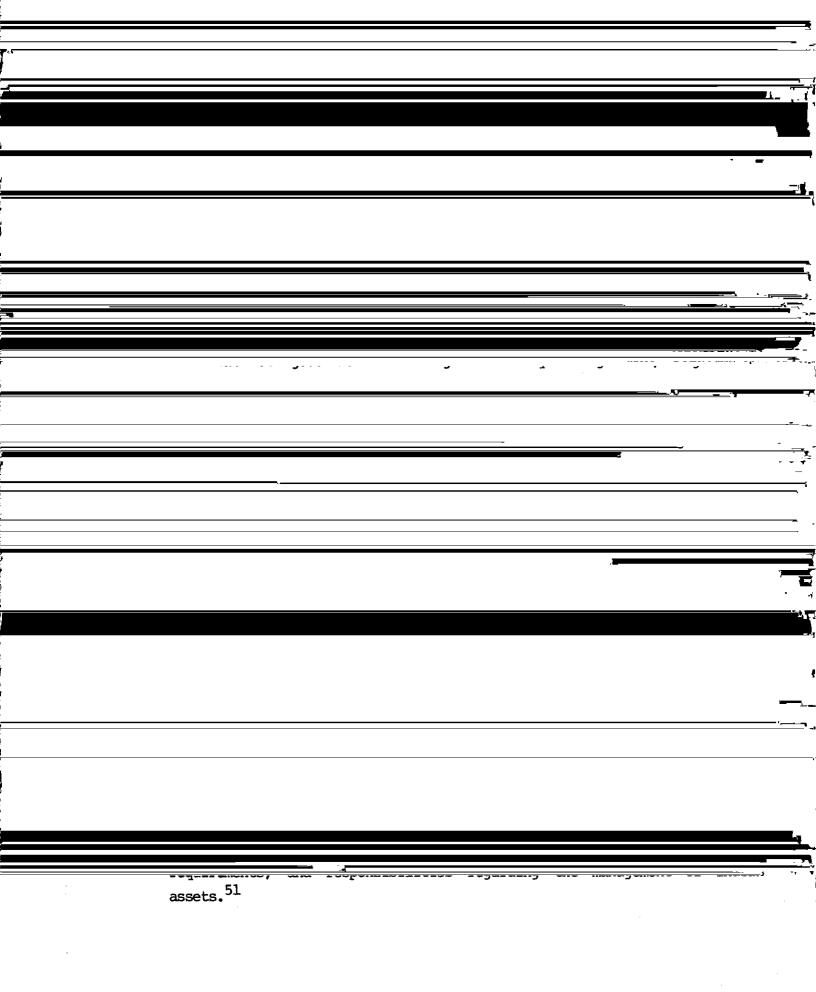






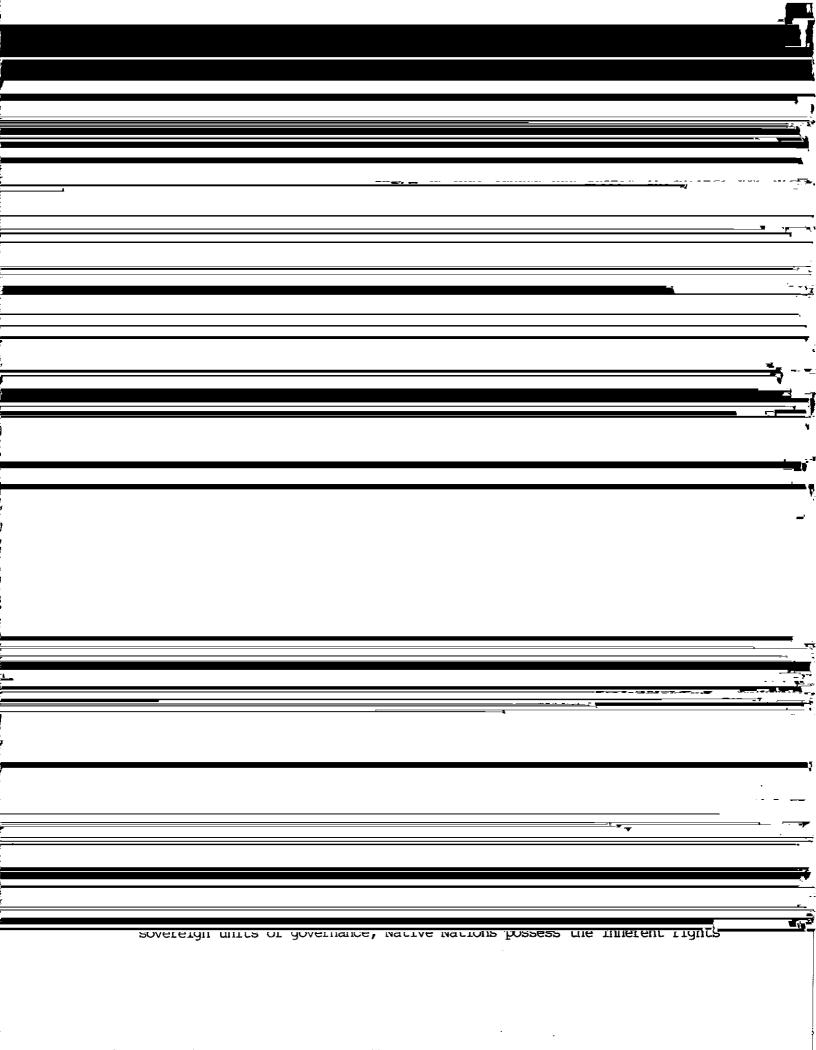
COPE was very concerned about the pending decision regarding a Arctic. northern pipeline, and wanted a settlement prior to development. proposal was presented to the federal government in May 1977 and, although an agreement in principle was signed in October 1978, a settlement has not yet been reached. On 26 November 1982 John Munro, Minister of Indian and Northern Affairs, CHENTROL WILL THE TOUCHT ANACETERIT MICH ELCHOTON on MANCE.

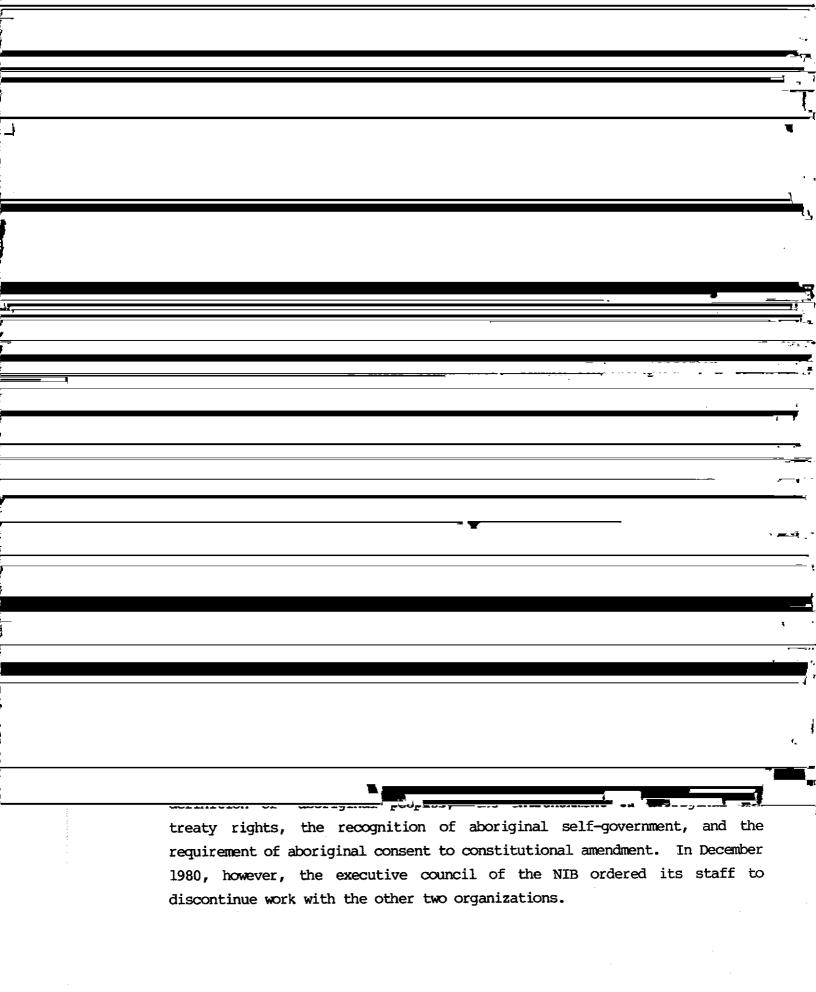
(non-status Indians). Its board of directors is composed of representatives of the various provincial Metis and non-status Indian associations. Generally, the provincial associations are composed of several regional or community chapters to which Metis or non-status individuals belong.

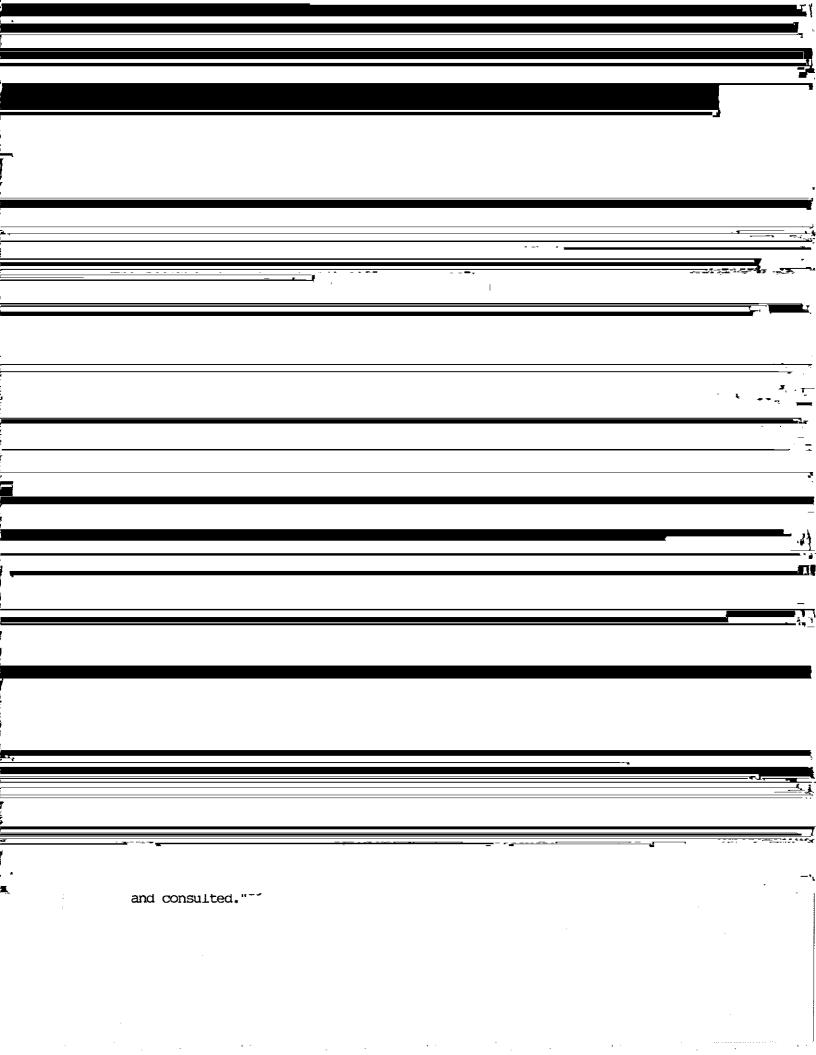




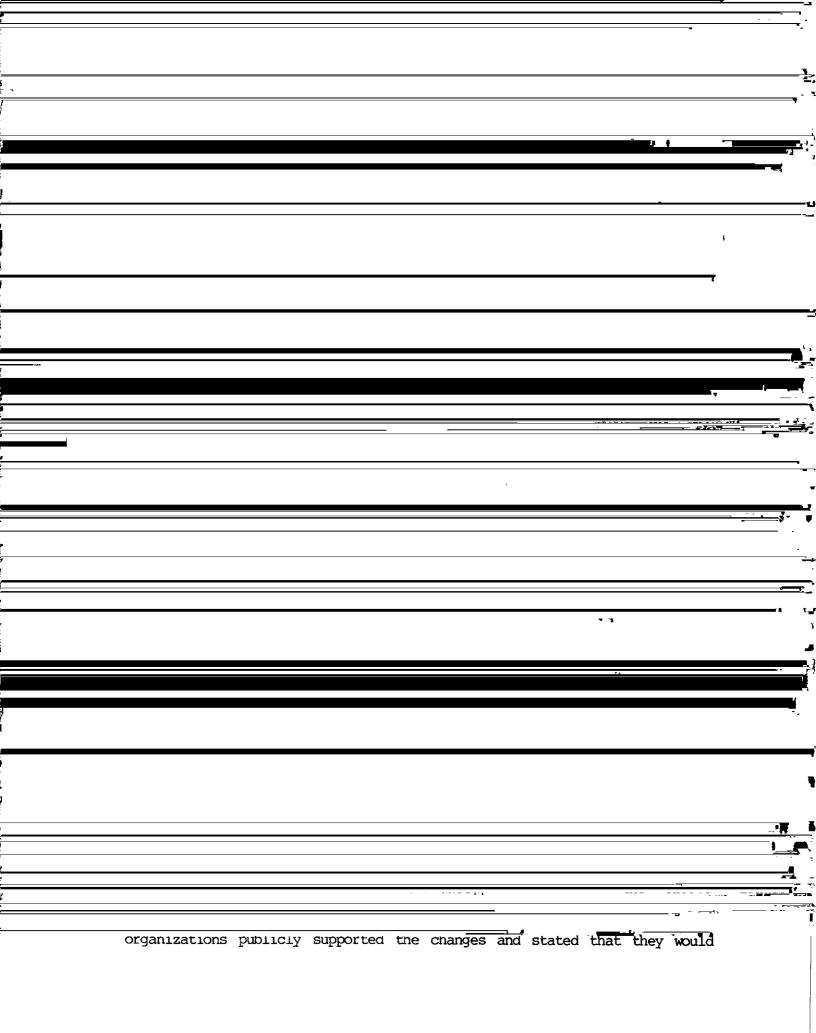


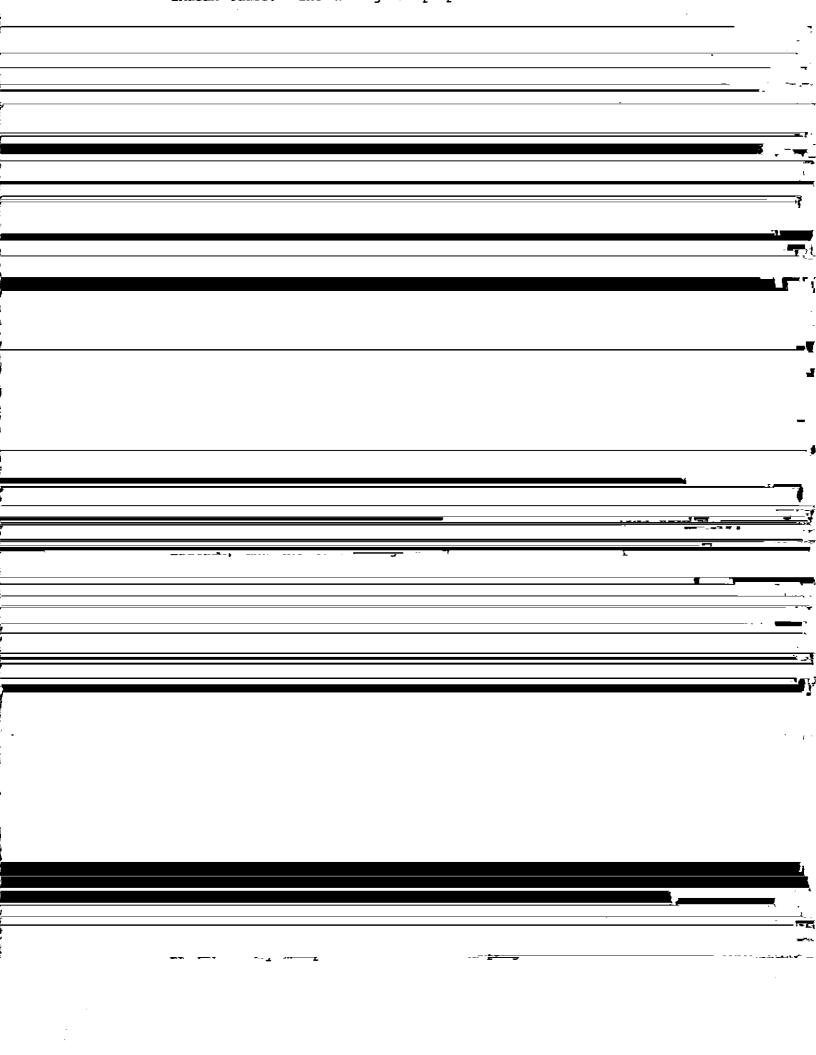


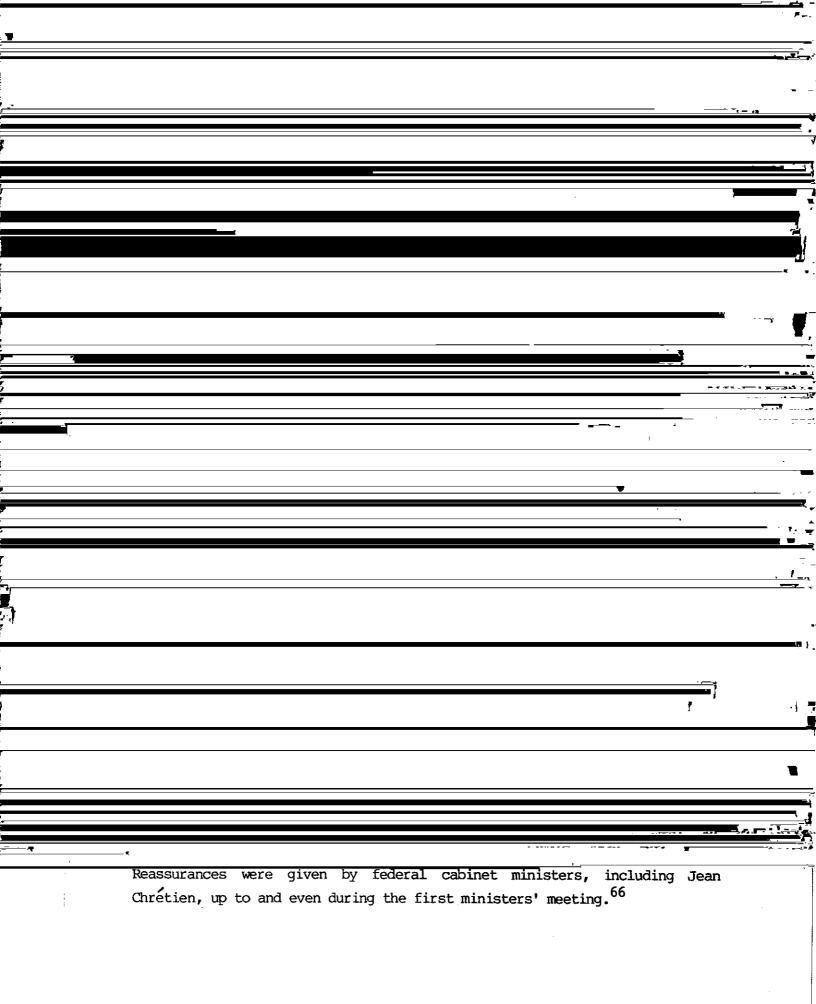


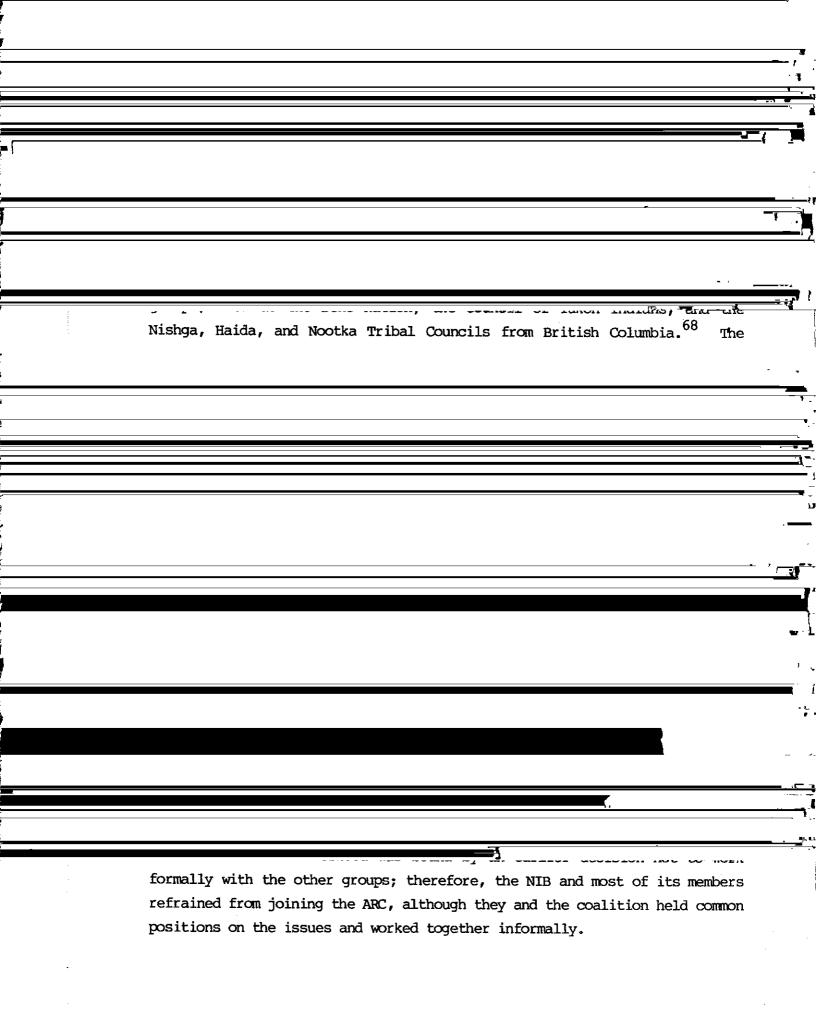


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\$ 5	(a) any rights or freedoms that have been recognized by the Royal	
	Proclamation of October 7, 1763; and	
	(b) any rights or freedoms that may be acquired by the aboriginal	
•	peoples of Canada by way of land claims settlement.	-
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	that a first ministers' constitutional conference (to be convened with	in
	two years of the Canada Act coming into force) include in its agenda "	an
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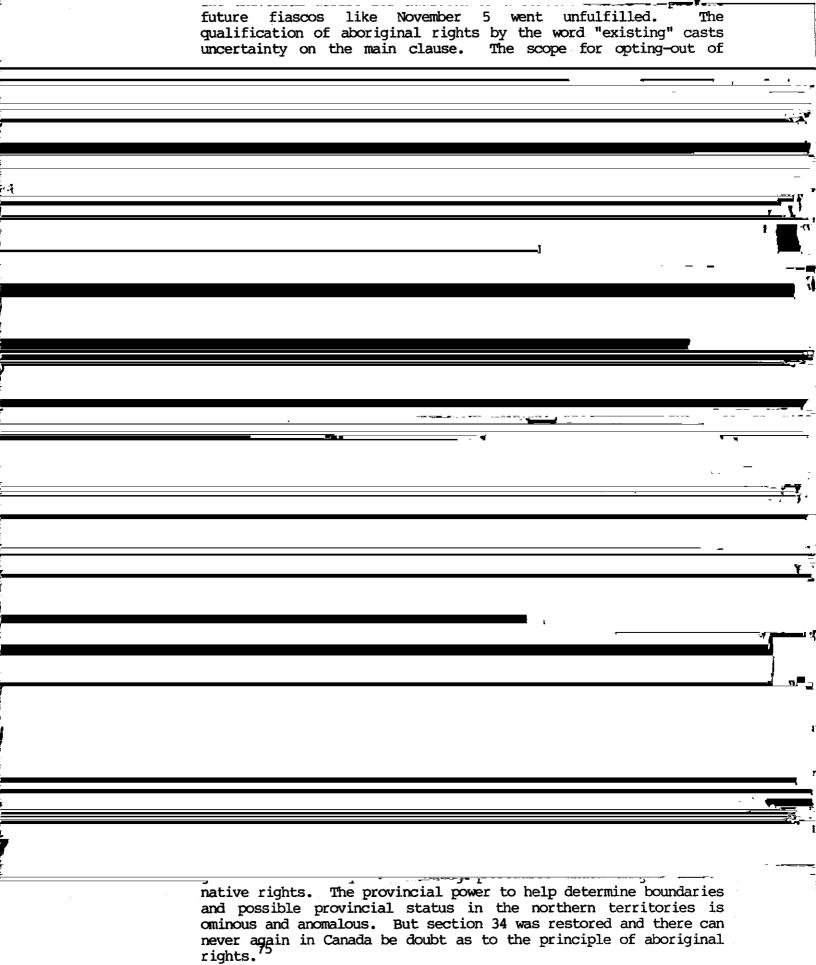




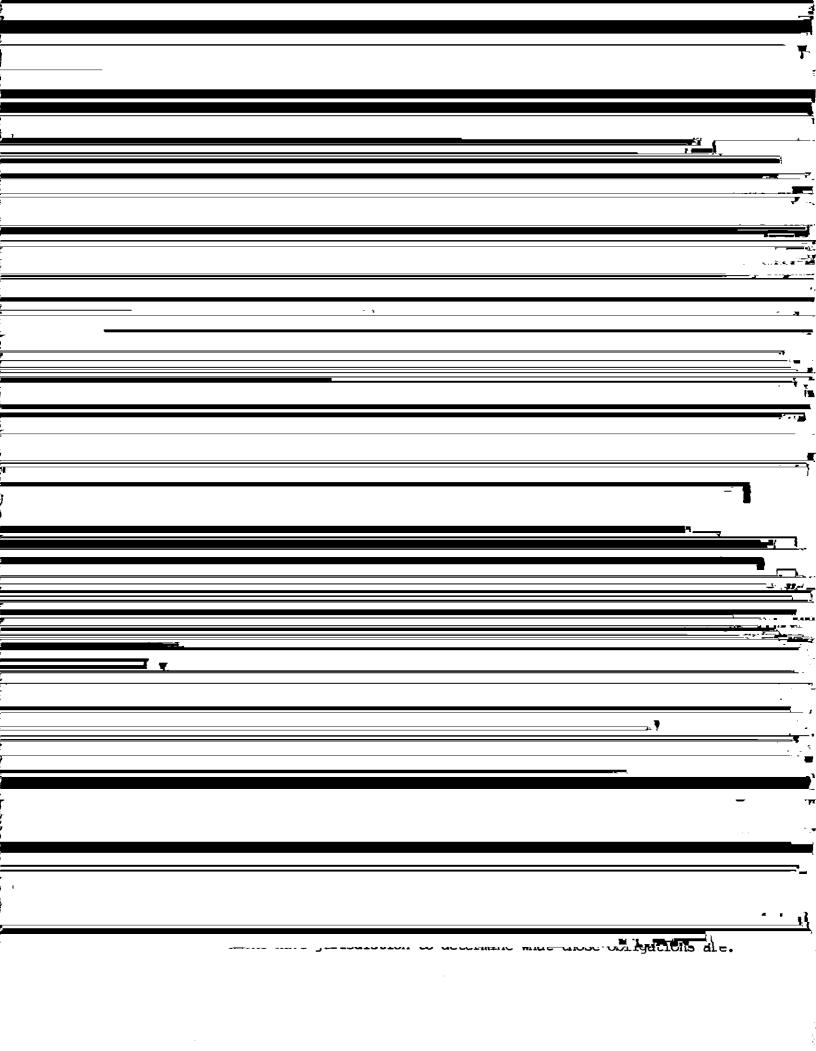


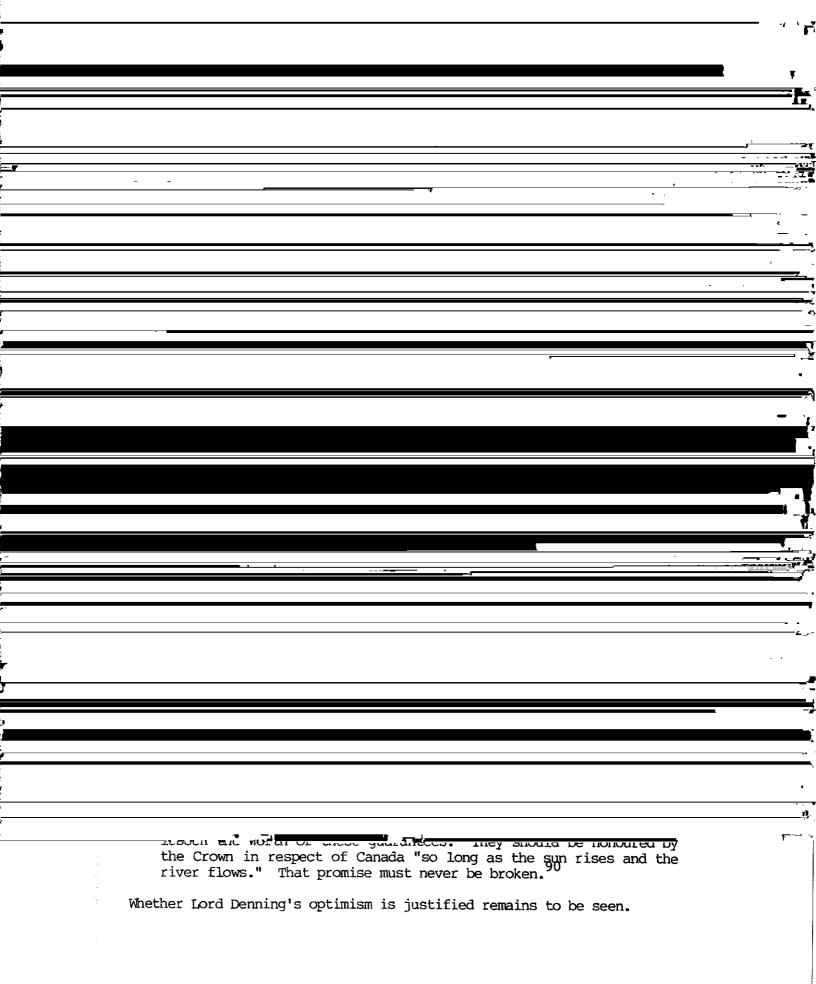


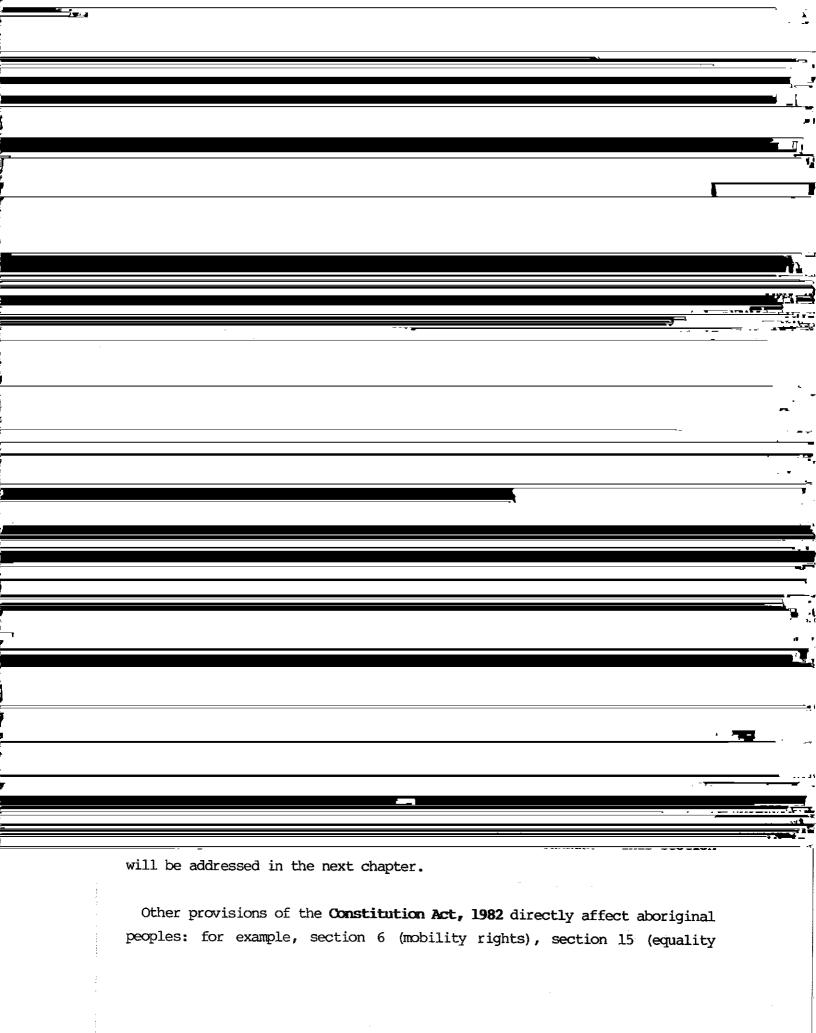


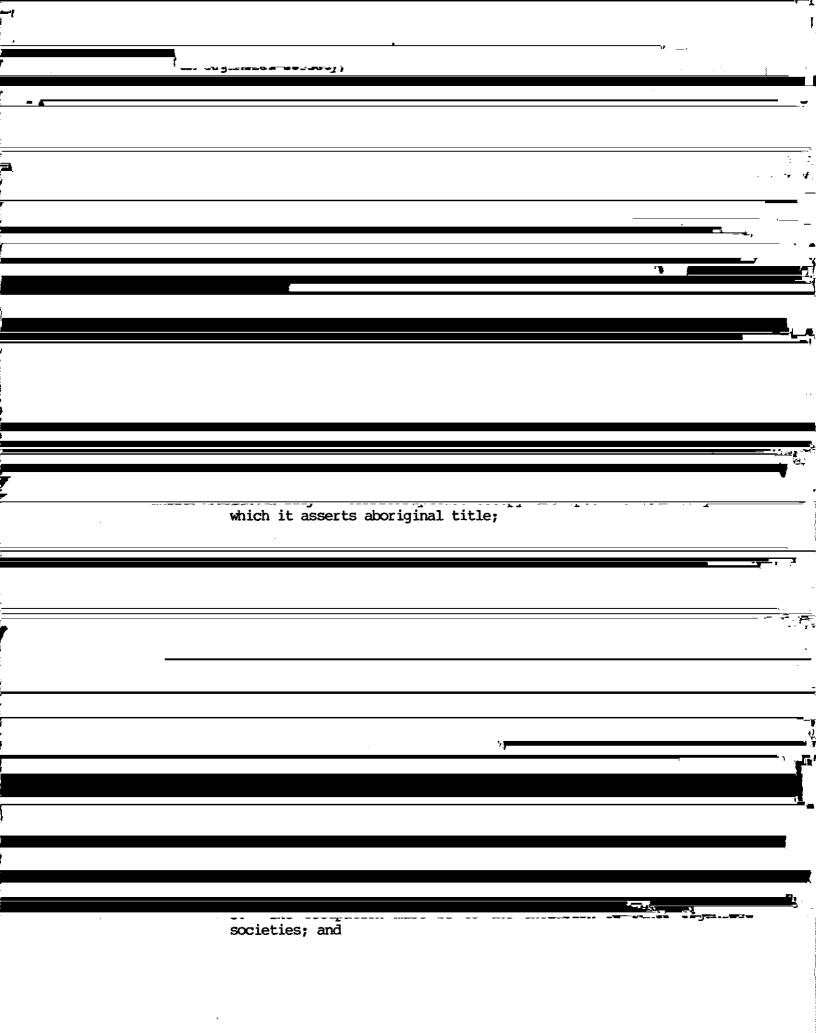


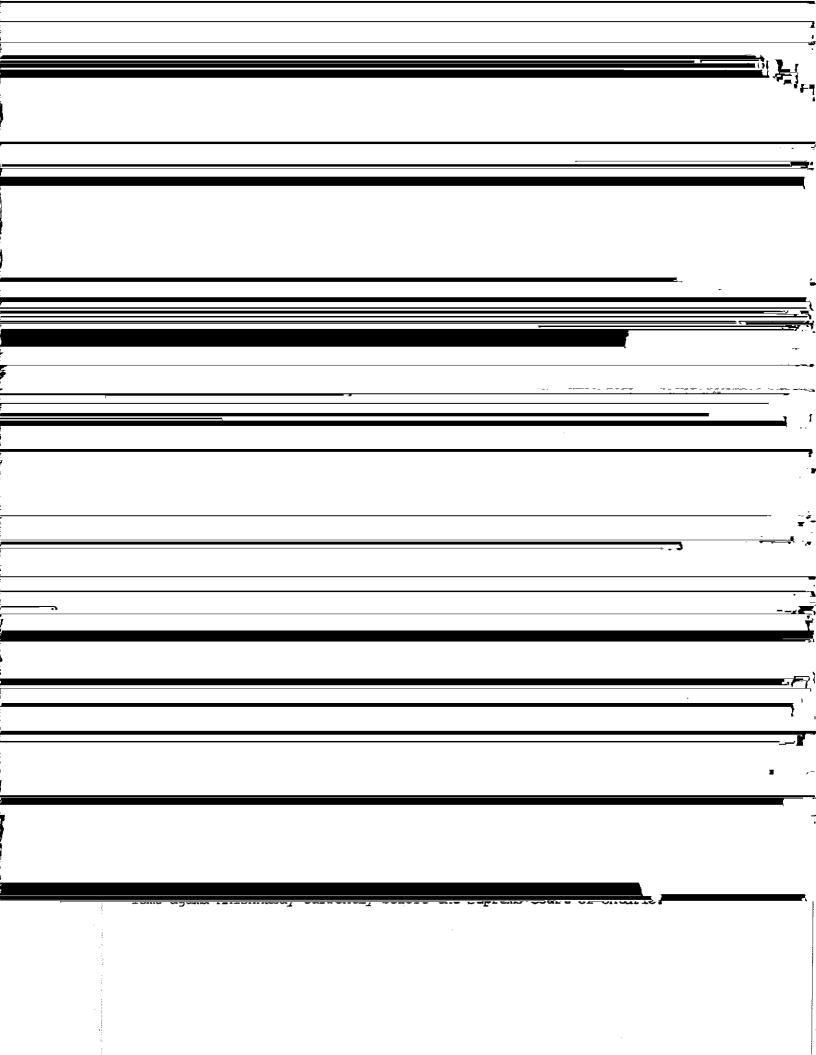
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that the Canada Act deprived them of this protection. They sought a	— .
declaration to the effect that the British Parliament had no authority to	
amend the constitution of Canada to the prejudice of the Indian nations without their consent, and that the Canada Act was ultra vires.	
without their combent, and that the canada rat was utila viles.	

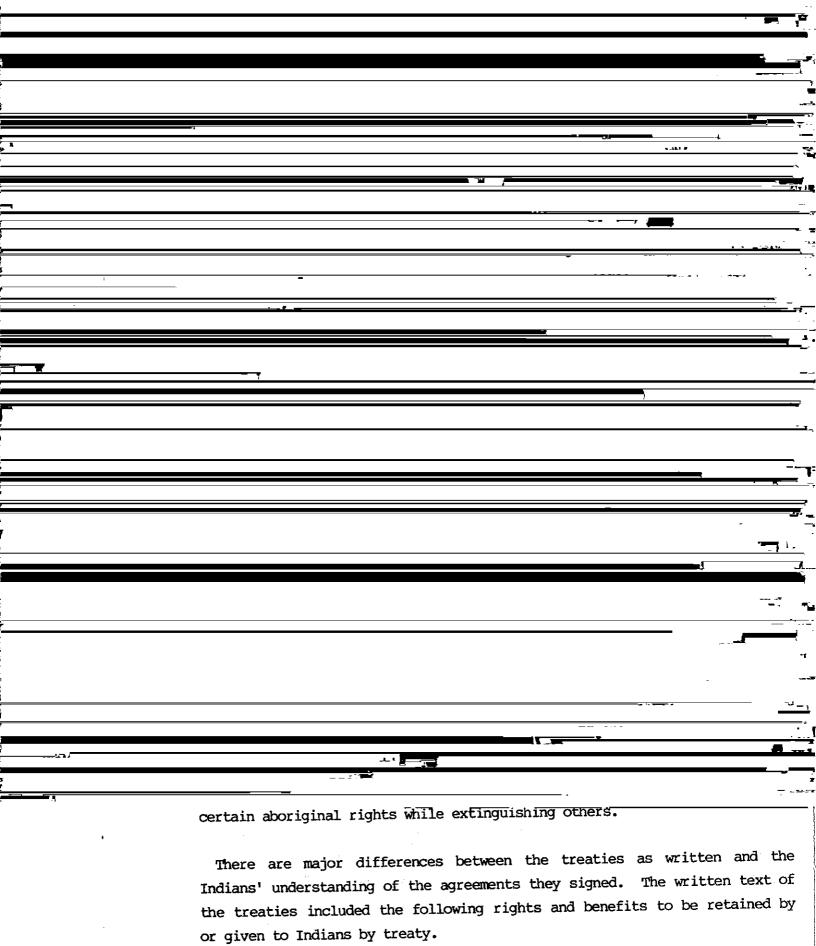












1. Reserves were to be established within the territories and a	
	
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Another outstanding issue of interpretation is the meaning "treaty" in section 35(1). It refers to treaties made with peoples in territories which are now part of Canada. But it	ith aboriginal
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with Indian nations inhabiting Canada (for example, by Britai American Revolution).	n prior to the
American Revolution).	n prior to the
American Revolution).	n prior to the

international treaties such as the Jay Treaty or the Treaty of Ghent. The Supreme Court of Canada has limited the term "treaty" in section 88 of the

: (1	legislation in force on that date; thus, the constitutional recognition of
	aboriginal and treaty rights would be further complicated.
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Recognition and Affirmation

What is the constitutional status of existing aboriginal and treaty rights that are "recognized and affirmed?" Prior to 17 April 1982, aboriginal rights could be overridden by both federal and provincial legislation, and treaty rights could be overridden by federal legislation. 111 but not by provincial legislation.

	to the destitution Act 1982.
	The term "guarantees" is used in section 1 of the Constitution Act, 1982,
	froodome set out in the Charter. Is a right
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As section 35 is not part of the Charter, section 24(1) cannot be used to enforce aboriginal and treaty rights. However, section 52(1) provides that

any law that is inconsistent with the constitution is ineffective: 52_11 The Constitution of Care u.

SECTION 35(2): DEFINITION OF "ABORIGINAL PEOPLES OF CANADA"

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Indian, Inuit and Metis peoples of Canada.

Although the terms "Indian," "Inuit," and "Metis" are not defined in the Act, it is important to distinguish between the three different aboriginal peoples. Each may have different aboriginal or treaty rights. Furthermore, a method is required for determining whether a specific individual is an aboriginal person and — if so — to which of the three categories he or she belongs. An individual's classification will

Rights Granted Protection

	August Granted Protection	
	The rights protected by section 25 are not limited to constitutionally protected rights, as neither rights recognized in the Royal Proclamation of 1763 nor rights acquired by way of land claims settlement are constitutionally entrenched in a direct manner. Nor are the rights	
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SECTION 6: MOBILITY RIGHTS

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	province. Some Indians fear that this section will permit non-Indians to
	reside on reserves. Section 25, which protects the rights of the
	aboriginal peoples from Charter-guaranteed rights, should ensure that
	Indian Act provisions limiting the rights of persons who are not band
	Indian Act provisions finitely the rights of possess and the right
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to "take up residence in any province" does not necessarily give the right to live anywhere in a province. Therefore, section 6(2) would likely be construed in a manner that does not abrogate or derogate from "other rights" pertaining to Indians.

SECUTION 15(1): FOHALITY RIGHTS

SECTION 15(2): AFFIRMATIVE ACTION

Section 15(2) provides that affirmative action programs for individuals or groups disadvantaged because of race are not precluded because of the equality rights provisions of section 15(1).

PART V: AMENDING PROCEDURE

Part V (sections 38 to 49) of the Constitution Act, 1982 sets out the

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6 THE SECTION 37 C	ONSTITUTIONAL CONFERENCE	
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participate in the discussions on any item which, in his opinion, directly affects the two territories.



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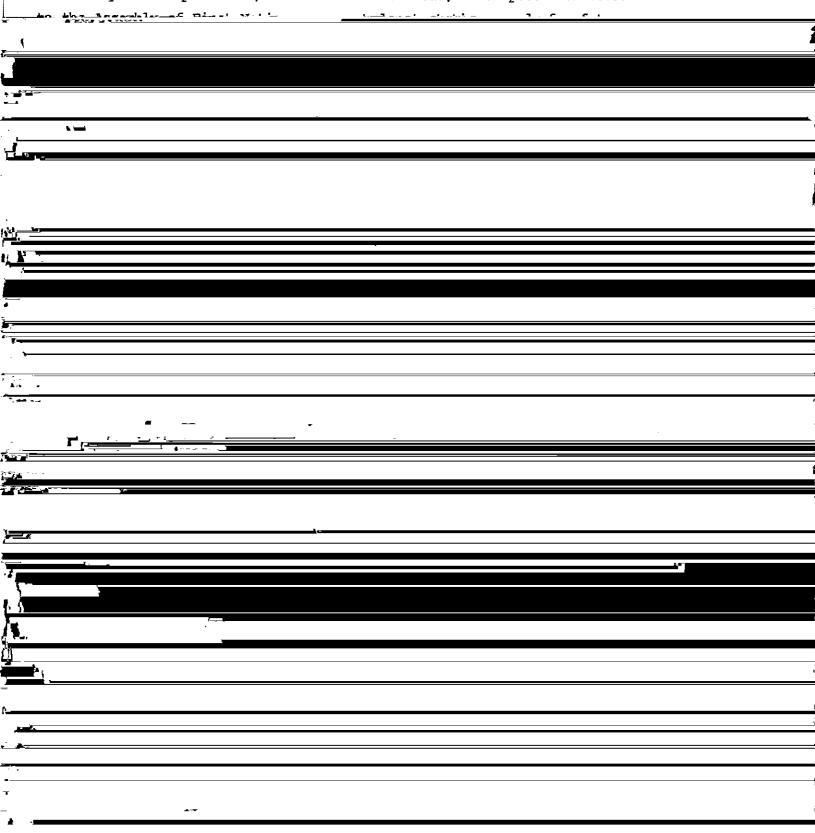
occur with or without their participation, and that the **Constitution Act,** 1982 gives the provinces a defined role in constitutional amendment.

As for the bilateral process, these groups argue that it will not lead to constitutional change, pointing to the Prime Minister's letter of 12 October 1982 to David Ahenakew, National Chief of the AFN, in which the Prime Minister clearly stated that the provinces must be involved in constitutional amendment and that the federal government will not take on the role of "broker" on behalf of Indians.

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ATTEMPTS TO REACH AN AGENDA

As early as 29 April 1980, Prime Minister Trudeau, in a speech delivered



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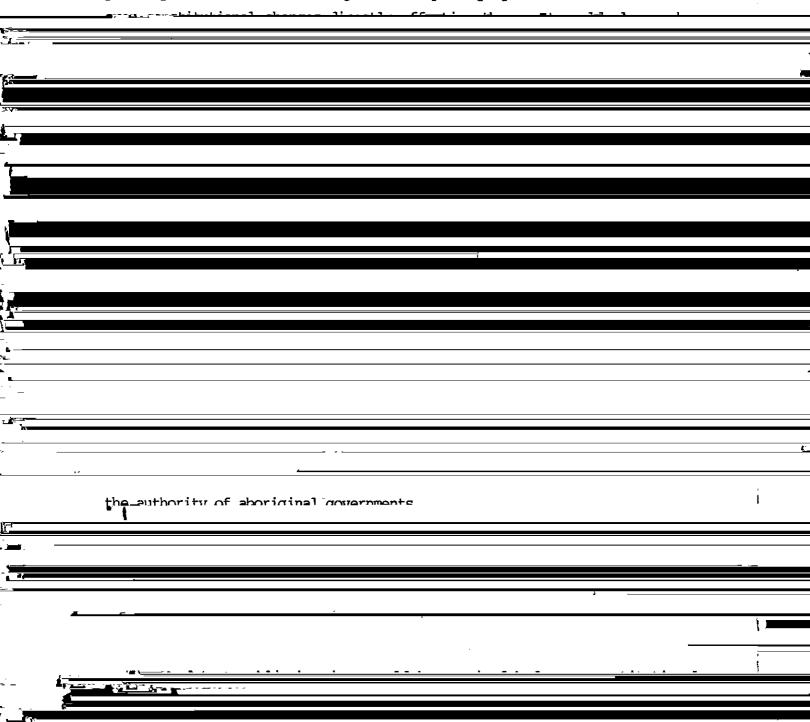
different aboriginal nations with different interests and priorities. Ceneral constitutional principles could be applied in a Elevible manner to the various aboriginal peoples. There are two serious problems with this approach. A statement of general principles may leave too many areas undefined, and may eventually require judicial interpretation. It is preferable for aboriginal peoples to negotiate constitutional interpretation than to leave it to the courts,

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A fourth alternative would be to continue the section 37 constitutional conference until the outstanding issues are settled to the satisfaction of the participants. They could meet at fixed intervals - for example, once a year - until a consensus is reached. This approach has been used in international law-making conferences, such as the Third United Nations

	(1) Where there is a treaty or agreement, such as a land claims	
}	settlement, which is to be constitutionally entrenched, the constitutional	
*72	provisions relating to it could only be amended in accordance with the	
-	<u>-</u>	
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-	terms of the agreement. This requirement could exist along with any other mechanism for aboriginal constitutional consent.	·
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and the second s	(2) Consent could be given by the national representative bodies and/or governments of the aboriginal peoples at assemblies especially convened for	
	this purpose or at their annual meetings. The consent mechanism could	
-	operate in two ways. If not specifically approved, a proposed amendment	and Carry
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mechanism, and less likely than those previously mentioned to lead to rejection of a proposed amendment. Aboriginal deputies would have to answer to their electorate, but aboriginal senators would have no direct responsibility to their communities. Aboriginal organizations would probably find that this model gives aboriginal peoples insufficient control



cultural, political, and legal affairs. They now demand that the right to establish their own forms of government be constitutionally recognized.

The demand for self-government or sovereignty has often been dismissed as a demand for separation. In 1975, then Minister of Indian and Northern Affairs Judd Buchanan characterized the Dene Declaration as "gobbledy-gook" Days before his approximately as 26 November 1999 in the land of the Dene Declaration as

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The Inuit support this proposal in a general way, although the ICNI has not decided whether there should be separate constituencies for the Inuit or whether present electoral boundaries should be redefined to make the Inuit the majority in their areas. For example, in northern Quebec the electoral boundaries run north and south, placing the Inuit in two ridings. As a result, they have relatively little influence on election results in cithor riding.

<u>____</u>

In spite of the many arguments against guaranteed native representation in Parliament, this item would likely be given serious consideration at the conference if it were to be placed on the agenda.

The NCC also proposes that aboriginal peoples be given the right to elect

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aboriginal and treaty rights, and non-constitutional matters. This office could be expanded to have attached to it a mechanism for dispute resolution by means other than litigation in the established court systems. This proposal might meet Indian demands for an ongoing process.

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been no indication that any of the aboriginal organizations or any of the governments is prepared to give up part of their constitutional "sovereignty" to facilitate reaching an agreement.

If agreement on conference procedure is not reached at the ministerial-level meeting expected to be held in late January, there is a real danger that the constitutional conference will focus upon procedural

IMPLEMENTATION OF AN ACCORD

Section 37 does not set out a method of implementing any agreement or accord reached at the constitutional conference. The federal government and some of the provinces have indicated that the amending procedure established in Part V would have to be followed. In other words, an

federal and provincial unanimity and the requirement of aboriginal consent is placed in Part II rather than Part V.

The NCC's position is that the words "to be included in the Constitution of Canada" in section 37(2) mean that the provisions of an accord reached

Although it leaves many important questions unanswered (for example, How would the courts take judicial notice of the contents of an accord? Would the accord require confirmation by federal statute?), this innovative

7 CONCLUSION

Any predictions about the direction of the constitutional conference must, at the time of writing, remain tentative. Many observers expect that the

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the further question as to whether it had been extinguished, and the force of the Royal Proclamation of 1763 - issues discussed in

It remains to be seen whether the first ministers of Canada are now prepared to treat aboriginal issues more seriously than they did on 5 November 1981, when constitutional recognition of aboriginal and treaty rights was unceremoniously dropped from the proposed constitution. 131 The

events following the November accord revealed wide public support across Canada for constitutional recognition of the rights of aboriginal peoples. There is no reason to think that this support has evaporated in the last twelve months.

NOTES

15. Human Rights Committee Decision, CCPR/C/DR (XIII) R. 6/24, 30 July 1981.

- 35. Para. 13 of the Canada-Manitoba Agreement, and para. 12 of the Canada-Alberta and Canada-Saskatchewan Agreements.
- 36. See note 23, above.
- 37. R.S.C. 1970, App. II, No. 8. The Manitoba Act, 1870 was subsequently confirmed by the Constitution Act, 1871, R.S.C. 1970, App. II, No. 11.
- 38. S.C. 1872, c. 23.

55. C.B.A., Committee on the Constitution, Towards a New Canada (Ottawa, 1978), p. 11. 56. Resolution #31a, 28 August 1980. 57. Task Force on Canadian Unity, A Future Together: Observations and

- 70. Fleet Publishers, 1982.
- 71. As excerpted in the Globe & Mail, 13 November 1982, p. 10.
- 72. 10 November 1981, speech at Chalph University and extists well-to-

89. Delia Opekokew, The First Nations: Indian Governments in the Community

- 90. Supra, note 79, [1981] 4 C.N.L.R. 86, at 99.
- 91. Hamlet of Baker Lake v. Minister of Indian Affairs and Northern Development (No.2), [1980] 1 F.C. 518; [1979] 3 C.N.L.R. 17 (F.C.T.D.).
- 92. Ibid., [1979] 3 C.N.L.R. 17, at 45.
- 93. St. Catherine's Milling and Lumber Co. v. The Queen (1888), 14 A.C. 46, at 58 (J.C.P.C.).
- 94. Calder v. A.G. B.C., [1973] 4 W.W.R. 1; 34 D.L.R. (3d) 145.
- 95. Ibid., per Judson J.
- 96. Supra, note 91.

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- 97. Kruger & Manuel v. The Queen, [1978] 1 S.C.R. 104; 75 D.L.R. (3d) 434; 34 C.C.C. (2d) 377; [1977] 4 W.W.R. 300; 15 N.R. 495.
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