



Cree Nation Governance Agreement

Cree Constitution

Cree Community Information Meetings

January - March 2017

Outline

- Purpose
- Subjects
- Background
- Highlights
- Governance Agreement
- Cree Constitution
- Next Steps

Purpose

- Governance Agreement and Cree Constitution will:
 - Strengthen Cree self-government on Category IA lands under the James Bay and Northern Québec Agreement (JBNQA)
 - Provide the Cree with greater autonomy and flexibility in governance on Category IA lands
 - Provide long-term predictability of funding for the Cree First Nations and Cree Nation Government

Subjects

Jurisdiction

- Power of Cree First Nations and Cree Nation Government to make laws (instead of by-laws) on Category IA lands
- Existing arrangements will be maintained, save that Cree laws will not have to be submitted to Minister of Indigenous Affairs
- Land regime on Category IA lands
 - Including access and grant of rights in lands and buildings
 - Existing arrangements will be maintained
- Financial arrangements with Canada, including long-term commitments for, among others:
 - Operations and Maintenance funding, and
 - Capital Grant funding

Background

- The New Relationship Agreement between the Cree and Canada ("Federal NRA") was signed in 2008
- The Federal NRA was the object of extensive consultations with the Cree communities and approved by the Cree by referendum in 2008
- Chapter 3 of the Federal NRA addresses Cree Nation Governance; it has two parts:
 - Part 1 provides for amendments to the Cree-Naskapi (of Québec) Act ("CNQA") for by-law powers of the Cree Nation Government on Category IA lands to enable it to carry out the Assumed Federal JBNQA Responsibilities
 - Part 2 sets out process leading to Cree Nation Governance
 Agreement ("Governance Agreement") and Cree Constitution

Background

- Impasse regarding federal policy from 2010 to 2014
- Real discussions with senior federal officials start in January 2015
- Major issues
 - Scope of governance local and regional governance on Category
 IA lands
 - Fiscal relations
 - Transparency and accountability
 - Role of Québec
 - Ratification

Purpose

- Set out Cree local and regional governance arrangements on Category IA lands in accordance with JBNQA treaty and other agreements
- Exercise of Cree right of self-government
- Greater autonomy and flexibility
- Long-term funding arrangements

Territory

- Limited to Category IA lands (and Category III enclaves)
- Does not affect Cree governance on Category II or III lands

Cree-Naskapi (of Quebec) Act

- Cree local and regional governance on Category IA lands is transferred from Cree-Naskapi (of Quebec) Act into Governance Agreement and Cree Constitution
 - Limited adjustments for greater autonomy and flexibility
 - Similar sequence and architecture ease of reference
- Cree-Naskapi (of Quebec) Act will no longer apply to Crees, Cree
 First Nations, Cree Nation Government and Category IA Land after
 Governance Agreement and Cree Constitution take effect

- Cree First Nations will retain the same local government powers, functions and responsibilities on Category IA lands
 - Balance between local and regional Cree governments will remain unchanged
 - No transfer of powers, functions or responsibilities between Cree entities
- Cree governance powers on Category II lands are not affected
- Cree institutions and their existing powers and responsibilities are protected
 - Cree School Board
 - Cree Board of Health and Social Services of James Bay
 - Eeyou Eenou Police Force

Major Benefits of Governance Agreement

- Power to make "laws" replaces power to make "by-laws" under CNQA
- Increased autonomy for Cree First Nations
 - Removal of Minister's oversight or approval for exercise of law-making power (e.g. elections)
- Increased flexibility for Cree First Nations in making laws
 - Requirements for referendum for long-term borrowing, land planning and management, grant of rights in land, etc.
 - Will now be provided for in Cree Constitution
 - Can be changed in future by Cree Nation to take account of different context and conditions
 - Referendum requirement has been removed for long-term borrowing, but only for housing

Major Benefits of Governance Agreement

- Guarantees long-term funding security to 2040
 - Operations & Maintenance
 - Capital Grants
- Clarifies Own Source Revenue (OSR) scope of application and terms and conditions until 2040
 - Included and excluded revenues

Major Benefits of Cree Constitution

- Increases flexibility and autonomy for Cree First Nations
- Focuses on Cree internal self-government on Category IA lands
- Imports existing procedures from Cree-Naskapi (of Québec) Act
- But Cree Constitution will be internal instrument of Cree selfgovernment, under full Cree control
- Cree Constitution may be amended in future by Crees alone, without participation of Canada
 - To adapt to context, changed conditions

Main Subjects

- Principal Provisions
- Cree First Nations and their law-making powers on Category IA lands
- Cree Nation Government and its law-making powers on Category IA lands
- Land regime provisions of Cree-Naskapi (of Quebec) Act
- Fiscal Relations
- Constitution and legal matters (e.g. rules of priority, enforcement of laws)
- Other matters
 - Tax exemption
 - Seizure exemption
 - Implementation and Liaison
 - Dispute resolution
 - Ratification

Part I – General

- Interpretation and Definitions
- Principal Provisions
- Governance Agreement sets out Cree local and regional government arrangements on Category IA land (s. 2.1)
- Cree Nation acts through Cree First Nations and Cree Nation
 Government for Jurisdictions (law-making powers) and Authorities (other
 powers) provided for in Governance Agreement
- Jurisdictions, Authorities, rights, powers and privileges set out in Governance Agreement shall be exercised in accordance with the JBNQA, Governance Agreement, Cree Constitution, and Cree Laws (s. 2.3)

Part I – General

- Chapter 1 Interpretation and Definitions
- Chapter 2 Principal Provisions
 - JBNQA prevails over Governance Agreement in case of inconsistency or conflict (s. 2.4)
 - Governance Agreement does not amend, affect, modify, limit or prejudice the JBNQA, Federal NRA, Eeyou Marine Region Agreement, related agreements and legislation or Cree rights under same, unless expressly provided (s. 2.5)
 - No effect on Quebec obligations toward the Crees, including those listed in the JBNQA, the *Paix des braves* and the *Cree-Québec Governance* Agreement and any related agreement, legislation or undertaking (s. 2.6)

- Chapter 2 Principal Provisions
- Governance Agreement and Cree Constitution shall have force of law and be binding on Parties and all persons (s. 2.10)
- *Indian Act* will not apply to Cree First Nations or Category IA lands, save to determine which Cree beneficiaries are "Indians" per *Indian Act* (s. 2.13)

Part II – Cree Constitution, Laws and Courts

Chapter 3 – Cree Constitution

- Cree Nation shall develop Cree Constitution providing for matters specified in Federal NRA (s. 3.10)
- JBNQA, Governance Agreement and related legislation prevail over Cree Constitution (ss. 3.2, 3.3)

Chapter 4 – Laws and Courts

- Governance Agreement prevails over Governance Legislation if conflict
- Governance Legislation prevails over federal laws, except James Bay and Northern Quebec Native Claims Settlement Act, if conflict (s. 3 CNQA)

Chapter 4 – Laws and Courts

- Territorial limits of laws
 - Category IA lands and Category III enclaves
- Enforcement of laws
 - EEPF same jurisdiction as in CNQA
 - Cree First Nations and CNG may hire additional officials to enforce more specific rules e.g. building inspectors
- Challenges to laws and resolutions same as in CNQA
- Offences
 - Maximum fines and term of imprisonment not greater than the general limit under *Criminal Code*, i.e. currently \$5,000 and 6 months imprisonment
 - New summary process i.e. ticketing scheme

Part III – Cree First Nations

- Cree Bands will be separately continued under Governance Agreement as
 Cree First Nations (CFN) and as same legal entities
- Change of band name
 - No longer subject to approval by CFN electors and Governor in Council
 - Instead, it will be subject to approval by special majority of 2/3 of the votes of all council members in office
- Membership of Cree First Nations same principles as in CNQA
- Objects of Cree First Nations same as in CNQA
- Legal capacity and restriction on commercial activities same as in CNQA

Cree First Nations – Law-Making Powers on Category IA Lands

- Same as existing by-law powers of Cree bands under Cree-Naskapi (of Quebec) Act
 - Laws of local nature for good government of Category IA land and inhabitants of such land
 - Administration of band affairs and internal management of band
 - Regulation of buildings for protection of public health and safety
 - Public order and safety
 - Protection of environment
 - Local services and user charges
 - Roads, traffic and transportation
 - Etc.

Cree First Nations – Law-Making Powers on Category IA Lands

- Taxation for local purposes
 - Same power as now, but no longer subject to
 - Governor in Council regulations, or
 - Approval by band electors
 - Law will subject to approval by special majority of 2/3 of votes of all council members in office
- Hunting, fishing, trapping and wildlife
 - Same power, but Minister will no longer have power to disallow
- **Exclusions** No Cree law in respect of criminal law, criminal procedure, intellectual property, official languages, aeronautics, navigation and shipping, or labour relations and working conditions

Part IV – Cree Nation Government on Category IA Lands

- Objects of CNG same as in CNQA
- Existing powers per CNQA (public health and safety, essential sanitation services, fire departments, environment)
- Additional law-making powers per Part 2 of Ch. 3 of Federal NRA
 - Direct Taxation
 - Power, but not obligation, to levy direct tax, such as income tax, sales tax, on Crees
 - In addition to existing powers of Cree bands to impose property tax
 - Solemnization of marriage
 - Matrimonial property
 - Cree language, culture and heritage (only to complement functions of CSB)
 - Last three powers subject to implementation agreements with Quebec

Part V – Land Regime

- Provisions of Cree-Naskapi (of Quebec) Act are imported into Governance Agreement
- Residence and access rights (Ch. 8 same as in CNQA)
- Rights of CFNs, Quebec and others (Ch. 9 same as in CNQA)
 - Quebec retains bare ownership
 - Commercial exploitation of forest resources subject to approval by electors (25%) and Quebec
 - Quebec retains ownership of mineral rights and subsurface rights
 - Grant of mineral rights subject to consent and compensation of Cree First Nation, save exceptions, as approved by electors (25%)
 - Pre-existing rights and interests are maintained

Part V – Land Regime

- Expropriation by Quebec, compensation and related matters (Ch. 11 same as in CNQA)
- Grant of rights by CFN (Ch. 12 same as in CNQA)
 - Category IA land: Lease, servitude, superficie or other right of use or occupation
 - CFN Buildings: Lease, usufruct, other right of use or occupation
- Cession of Category IA land (Ch. 13 same as in CNQA)
 - Clarification: Land reconfiguration that does not reduce the total area of all Category IA lands of all Cree First Nations will not constitute a "cession"

Part V – Land Regime

- Chapter 14 Land Registry System
 - Integrated into Governance Agreement as Schedule B.
 - Canada and Crees will determine, within three (3) years of Effective Date,
 suitable arrangements for transfer of control of land registry system to CNG
 - Until then, land registry system will remain under federal responsibility
- Chapter 15 Expropriation by CFN's (same as in CNQA)
 - But no longer subject to Governor in Council regulations
 - Instead, expropriation will be subject to CNG law respecting substantive or procedural aspects of expropriation, including determination of compensation

Part VI – Fiscal Relations

- Chapters 16, 17 Funding Commitments
 - **O&M Funding Agreement** will be renewed until **March 31, 2028** (expiry of Federal NRA) (s. 17.1)
 - Same terms and conditions as current O&M Funding Agreement (2013-2018), including
 - Same OSR provisions per Cree-Naskapi (of Quebec) Act (user charges, fees for licences and permits and local property tax)
 - Capital Grants Agreement will be renewed until March 31, 2028 (expiry of Federal NRA) (s. 17.1)
 - Same terms and conditions as current Capital Grants Agreement (2013-2018)

Part VI – Fiscal Relations

- Chapters 16, 17 Additional Twelve-Year Funding Agreement (2028 to 2040) (ss. 16.2)
- In 2026, in conjunction with negotiation of successor agreement to Federal NRA, Canada and Cree will negotiate twelve-year funding agreement (2028 to 2040) for:
 - Additional costs for governance functions per Governance Agreement (ss. 17.4 ff.)
 - Assumed Federal JBNQA Responsibilities during the term of successor agreement to Federal NRA (Federal NRA, section 10.13) (s. 17.8)
 - Capital costs, operations and maintenance and all other costs for Band Facilities after term of the Federal NRA (Federal NRA, section 10.14)
 - O&M Funding (same terms and conditions as to 2028) (s. 17.2)
 - Capital Grants Funding (same terms and conditions as to 2028 (s. 17.2)

Part VI – Fiscal Relations

Chapter 18 – Other Provisions

A. Own Source Contributions (OSR)

- Funding required from Canada for following items will be subject to Cree OSR Contribution applied, for period between 2028 and 2040, in accordance with specific OSR parameters defined in Schedule A of Governance Agreement
 - Cree Trappers Associations (JBNQA, par. 28.5.6)
 - Cree Outfitting and Tourism Association (JBNQA, par. 28.6.2)
 - Cree Native Arts and Crafts Association (JBNQA, par. 28.7.5)
 - Community centres (JBNQA, sub-par. 28.11.1(a))
 - Essential sanitation services (*JBNQA*, *sub-par*. 28.11.1(b))
 - Fire protection (*JBNQA*, sub-par. 28.11.1(c))
 - New governance functions per Governance Agreement

Part VI – Fiscal Relations

Chapter 18 – Other Provisions

Own Source Contributions (OSR)

- Funding from Canada for above expenditures will be subject to potential deduction of any applicable Cree OSR Contribution
 - Applied between 2028 and 2040 in accordance with specific OSR terms and conditions defined in Schedule C of Governance Agreement
 - After 2040, in accordance with OSR parameters to be negotiated then

Part VI – Fiscal Relations

Chapter 18 – Other Provisions

Own Source Contributions (OSR)

- Specific OSR terms and conditions for 2028 to 2040 per Schedule C
- Eligible OSR revenue shall consist of following revenues actually received by CNG
 - Tax revenues (only if levied)
 - CNG's share of distributed profits from businesses controlled by CNG
 - Net income (losses) from business activities conducted by CNG and net realized income (losses) from property owned by CNG
 - Certain fees and charges levied by CNG
- No deemed revenues or "OSR capacity"

Part VI – Fiscal Relations

Chapter 18 – Other Provisions

Own Source Contributions (OSR)

Specific OSR terms and conditions for 2028 to 2040 per Schedule C

- For greater certainty, list of revenues to be excluded from calculation of OSR Contribution
 - *e.g.* IBA payments, compensation0 for claims, program transfers, provincial transfers, etc.
- Basic exemption
- Phase-in after five years, ramp-up over 15 years to maximum of 50%

Part VII - Other Matters

- Tax Exemptions (Chapter 19)
 - Governance Legislation will include the tax exemptions stated in sections 187 and 188 of CNQA, subject to Section 9 of JBNQA
- Seizure Exemptions (Chapter 20)
 - Governance Legislation will include the seizure exemptions stated in sections 189 to 193 of CNQA, subject to Section 9 of the JBNQA
 - New: A waiver by a Cree beneficiary or Indian ordinarily resident on Category IA land of the exemption from seizure of a right or interest in Category IA land will still require the consent of the CFN, but this consent will no longer be subject to approval by the CFN electors

Part VII – Other Matters

- Liaison and Implementation (Chapter 21)
 - Cree-Canada Standing Liaison Committee of Federal NRA will apply
 - Implementation Committee under Standing Liaison Committee
- Dispute Resolution Process (Chapter 22)
 - Same as under Chapter 9 of Federal NRA
- New Cree First Nations (Chapter 23)
 - Formal establishment of new Cree band will be subject to agreement with Canada and Québec

Part VII – Other Matters

- Cree-Naskapi Commission (Chapter 26)
 - Cree-Naskapi Commission will, with respect to the Crees, investigate any representation relating to implementation of Governance Agreement and Cree Constitution
 - No more reporting to Parliament on implementation
 - Canada and Crees will examine, with the Naskapis, the role of the Cree-Naskapi Commission, in particular, to avoid duplication

Main subjects addressed in Cree Constitution

- Cree Values and Principles
- Cree First Nations provisions of Cree-Naskapi (of Quebec) Act
 - General: objects, powers, council meetings, committees
 - Procedure for making laws and resolutions
 - Elections
 - Meetings and referenda
 - Financial administration
 - Internal appeal, access to information
- Cree Nation Government on Category IA land
 - Procedure for making laws
 - Internal appeal, access to information
- Ratification and amendments

Preamble

- The Crees of Eeyou Istchee constitute an Indigenous society and nation with rights, values and principles set out in the Cree Constitution
- The United Nations Declaration on the Rights of Indigenous People affirms
 that Indigenous peoples have the right to self-determination and, by virtue of that
 right, they freely determine their political status and freely pursue their economic,
 social and cultural development
- The Declaration states that Indigenous peoples, in exercising their right to selfdetermination, have the right to autonomy or self-government in matters relating to their internal and local affairs

Preamble

- The Crees of Eeyou Istchee, in the exercise of their right of self-determination and self-government, have entered into various agreements and treaties with non-Indigenous society and government, including the JBNQA, the Paix des Braves, the EMR Agreement, the Cree – Québec Governance Agreement
- It is appropriate to set out in the Constitution arrangements regarding the
 exercise of the Cree right of self-government in relation to the administration and
 internal management of the Cree First Nations and the Cree Nation Government
 on Category IA Land
- The Constitution is an instrument of internal self-government of the Cree
 Nation and is subject to its full control with regard both to its adoption and to its
 future amendment to take account of the context and changing conditions

Cree Values and Principles (Chapter 1)

- Since time immemorial, the Cree Nation of Eeyou Istchee has continuously
 - functioned as a distinctive Indigenous people and nation with its own social organization, distinctive culture, language, spirituality, values, institutions, laws, practices, customs and traditions;
 - governed itself in accordance with its own values, laws and institutions in the exercise of its inherent right of self-government and self-determination;
 - used, occupied and managed the land and resources of the territory of Eeyou Istchee
 - carried on, and continues to carry on, activities which express practices,
 customs and traditions integral to its distinctive culture and self-government

Cree Values and Principles

- The Cree Nation has never surrendered its inherent right of self-government and self-determination
- The Cree Nation continues the process of asserting, affirming and defining its inherent right of self-government and self-determination to take account of the context and changing conditions
- The Cree Nation subscribes to the fundamental values of freedom, human dignity, equality, justice, mutual care and assistance, respect for individual and collective rights, protection of the environment and wildlife, and honour for the Creator, Cree ancestors and Cree traditions
- The principles and values set out in the Cree Constitution are critical to the conclusion of agreements and treaties in support of the process of reconciliation between the Cree Nation and non-Indigenous society and government

Purpose and Priority (Chapter 2)

- Cree Constitution sets out arrangements to which the Cree Nation has consented regarding the exercise of the Cree right of self-government and selfdetermination in relation to the administration and internal management of the Cree First Nations and the Cree Nation Government on Category IA Land
- Provisions of the James Bay and Northern Quebec Agreement, the Governance
 Agreement and the CNG Act shall prevail over the provisions of the Constitution
 to the extent of any inconsistency or conflict
- Cree Laws shall be subject to and consistent with the Governance Agreement and the Constitution

- General (Chapters 3, 4)
 - Head office
 - Chief and deputy chief
 - Council meetings
 - Conflict of interest
 - Committees of council
 - Bodies, officers, employees and agents
 - Procedure for making laws and resolutions
 - In future, copy of CFN laws will no longer be sent to Minister

- Elections (Chapter 5)
 - Election laws
 - Same principles and level of elector approval as in CNQA
 - However, approval of Minister will no longer be required
 - Provisions of existing Cree-Naskapi Band Elections Regulations SOR/88-315 are incorporated into the Constitution as Appendix A:
 - Eligibility to be elected and serve as council member same as in CNQA
 - Returning officers same as in CNQA
 - Calling of elections same as in CNQA
 - Contestation of election results same as in CNQA

- Meetings and Referenda (Chapter 6)
 - Same principles as in CNQA, except that:
 - Copy of laws respecting special meetings and referenda will no longer be required to be sent to Minister
 - Governor in Council will no longer have the power to make regulations respecting special meetings and referenda

- Financial Administration (Chapter 7)
 - Same principles as in CNQA, except that:
 - Copy of budget and supplementary budget will no longer be sent to Minister
 - Minister will no longer have access to books of account and financial records for inspection
 - Minister will no longer have the power to appoint auditor
 - Instead, the CNG will appoint auditor where no auditor has been appointed by the CFN electors or where a vacancy has not been filled by the CFN
 - Copy of the auditor's report will no longer be sent to the Minister

- Financial Administration (Chapter 7)
 - Borrowing powers (ss. 7.9 7.11) same principles as in CNQA, except:
 - Approval of CFN electors will still be required for long-term borrowing
 - Except for long-term borrowing related to housing
 - Contracts (s. 7.12, similar to CNQA s. 99)
 - Administrator (s. 7.13)
 - Instead of Minister, CNG will have power to appoint administrator, if needed

- Financial Accountability (s. 7.8)
 - Within 180 days after end of each fiscal year, each Cree First Nation shall distribute free of charge to every member, or publish in community newspaper, a summary report of financial position of the Cree First Nation dealing with following elements:
 - Latest audited financial statements
 - Auditor's latest report
 - Remuneration received by each Council Member from Cree First Nation and its subsidiaries

Cree First Nations (Part II)

Other matters

- Internal appeal and redress mechanism
 - Each Cree First Nation shall establish a mechanism for internal appeal and redress for decisions taken under the Governance Agreement

Access to information

 Each Cree First Nation shall establish procedures on access to information in its control in relation to the exercise of its Jurisdictions and Authorities set out in Governance Agreement

Cree Nation Government (Part III)

- On Category IA lands
- Provisions of Cree-Naskapi (of Quebec) Act same principles
 - Procedure for Making Laws (Chapter 11)
 - Adoption of laws
 - Coming into force of laws
 - Register of laws
 - Copies of laws
 - Copy of laws will no longer be sent to the Minister

Cree Nation Government

- On Category IA lands
- New provisions
 - Internal appeal and redress mechanism (Chapter 12)
 - CNG shall establish mechanism for internal appeal and redress for decisions taken under Governance Agreement
 - Access to information (Chapter 13)
 - CNG shall establish procedures on access to information in its control in relation to exercise of its Jurisdictions and Authorities set out in Governance Agreement

Ratification and Amendments

- Cree Constitution shall come into effect and be legally binding at the same time as the Governance Agreement
- Cree Constitution may be amended from time to time in accordance with the following procedure:
 - Step 1 Initiation of amendment
 - Resolution adopted by council of CNG
 - Step 2 Development of draft amendment
 - CNG develops draft amendment to Constitution
 - Step 3 Information
 - CNG makes available or publishes draft amendment
 - Step 4 Approval
 - GCC(EI)/CNG and each Cree First Nation approve amendment by resolution

Next Steps

Next Steps

Ratification of Governance Agreement and Cree Constitution

- Text of Governance Agreement and Cree Constitution has been finalized
- Consultation with Cree authorities and Cree beneficiaries, including information meetings in each Cree community
- Formal Cree approval of Governance Agreement and Constitution by GCC(EI)/CNG and each Cree First Nation
- Federal Cabinet approval of Governance Agreement (not Constitution)
- Signature of Governance Agreement
- Governance Legislation adoption and coming into force

Questions/Comments