

## **Appendix B: Abridged Tables of Contents Volumes 1, 2, 4 and 5\***

volume 1

### **Looking Forward, Looking Back**

#### **A Thanksgiving Address**

#### **Opening the Door**

##### **1. Getting Started**

1. Interpreting the Mandate
2. Looking Ahead
3. Imperatives for Change
4. A Matter of Trust

##### **2. From Time Immemorial: A Demographic Profile**

1. Historical Population Levels
2. Current Population
  - 2.1 North American Registered Indian Population
  - 2.2 Non-Status Population
  - 2.3 The Métis Population
  - 2.4 The Inuit Population
3. Projected Population Growth

#### **part One: The Relationship in Historical Perspective**

##### **3. Conceptions of History**

1. Aboriginal and Non-Aboriginal Approaches to History
2. An Historical Framework
  - 2.1 Stage 1: Separate Worlds
  - 2.2 Stage 2: Contact and Co-operation
  - 2.3 Stage 3: Displacement and Assimilation
  - 2.4 Stage 4: Negotiation and Renewal

##### **4. Stage One: Separate Worlds**

1. People of the Dawn: The Mi'kmaq
2. Iroquoians and the Iroquois
3. The Blackfoot Confederacy

4. The Northwest Coast
5. Inuit Innovation
6. Conclusion

## **5. Stage Two: Contact and Co-operation**

1. The Innu, the Wendat and the Fur Trade
2. The *Royal Proclamation of 1763*
3. Early Patterns of Treaty Making
  - 3.1 Prior Traditions of Treaty Making — Confederacies in North America
  - 3.2 Prior Traditions of Treaty Making — The European Experience
  - 3.3 Pre-Confederation Treaties in Canada
  - 3.4 Understanding Treaties and the Treaty Relationship
4. Conclusion

## **6. Stage Three: Displacement and Assimilation**

1. The Imposition of a Colonial Relationship
2. The Forging of Métis Identity
3. Treaty Making in Ontario, the West and the North
  - 3.1 The 1836 Manitoulin and Saugeen Treaties
  - 3.2 The Lake Huron and Lake Superior Treaties of 1850
4. The Numbered Treaties
  - 4.1 The Selkirk Treaty (1817)
  - 4.2 Treaties 1 and 2 (1871)
  - 4.3 The Northwest Angle Treaty — Treaty 3
  - 4.4 Treaties 4, 5, 6 and 7
  - 4.5 Northern Treaties: 8, 9, 10 and 11
5. Differing Assumptions and Understandings
6. Non-Fulfilment of Treaties
7. Restoring the Spirit of the Treaties
8. Extending Measures of Control and Assimilation
9. Conclusion

## **7. Stage Four: Negotiation and Renewal**

1. Legislative and Constitutional Attempts: From the White Paper to Charlottetown, 1969-1992
2. The Role of the Courts
3. The Inuit Circumpolar Conference: The Emergence of Internationalism
4. Conclusion

## **part two: False Assumptions and a Failed Relationship**

### **8. Introduction**

1. False Assumptions
2. The Abuse of Power
3. The Four Policies in Brief
4. New False Assumptions

## **9. The Indian Act**

1. The Paradox of *Indian Act* Reform
2. Indian Sovereignty and the *Royal Proclamation of 1763*
3. Indian Policy: Protection, Civilization, and Assimilation
4. Civilization to Assimilation: Indian Policy Formulated
5. The *Gradual Civilization Act*: Assimilating Civilized Indians
6. End of the Tripartite Imperial System
7. The Gradual Enfranchisement Act: Responsible Band Government
8. The *Indian Act* and Indians: Children of the State
9. The *Indian Act*: Oppressive Measures
  - 9.1 Protection of the Reserve Land Base
  - 9.2 Band Government and Law-Making Powers
  - 9.3 Enfranchisement
  - 9.4 Reserve Justice Administration
  - 9.5 Attacks on Traditional Culture
  - 9.6 Liquor Offences
  - 9.7 Pool Room Prohibition
  - 9.8 Sale of Agricultural Products
  - 9.9 Indian Legal Claims
  - 9.10 The Pass System
  - 9.11 Indian Agents
  - 9.12 Indian Voting Rights
  - 9.13 Indian Women
  - 9.14 Indian Status and Band Membership
10. Post-War Indian Policy Reform: Everything Old is New Again
11. The 1951 *Indian Act* Revision
12. The Modern Era: Contrasting Assumptions and Models of Self-Government
13. Conclusion

## **10. Residential Schools**

1. The Vision and Policies of Residential School Education
  - 1.1 The Vision
  - 1.2 Changing Policies
2. Systemic Neglect: Administrative and Financial Realities
3. Discipline and Abuse
4. Epilogue
5. The Need for a Public Inquiry

## **11. Relocation of Aboriginal Communities**

1. Why Relocations Took Place
  - 1.1 Administrative Relocations
  - 1.2 Development Relocations
2. Administrative Relocation
  - 2.1 To Make Things Easier for Government
  - 2.2 To Improve the Lives of Aboriginal People
3. Development Relocation
  - 3.1 The Saugeen and the Bruce Peninsula
  - 3.2 Getting the Songhees Out of the Way (1911)
  - 3.3 The Métis of Ste. Madeleine and the Prairie Farm Rehabilitation Act (1935)
  - 3.4 The Cheslatta T'en and the Kemano Hydro Project
  - 3.5 The Chemawawin Cree and the Grand Rapids Dam
4. The Effects of Relocation
  - 4.1 The Relationship to the Land, Environment and Culture
  - 4.2 Economic Effects
  - 4.3 Health Effects
  - 4.4 Social and Political Effects
  - 4.5 Effects on the Relationship Between Aboriginal and Non-Aboriginal People
5. Relocation and Responsibility
  - 5.1 Responsibility of Governments
  - 5.2 Establishing Standards for Relocation
  - 5.3 Proposals for Reform

## **12. Veterans**

1. Early Military Service
2. The First World War
3. Between the Wars
4. The Second World War
  - 4.1 Enlistment
  - 4.2 Community Support
  - 4.3 Military Service
  - 4.4 Veterans Benefits
  - 4.5 The *Veterans' Land Act*
5. The Post-War Years
  - 5.1 The Parliamentary Hearings of 1946-47
  - 5.2 The Korean War
  - 5.3 Testimony at the Royal Commission's Hearings
6. Epilogue

## **13. Conclusions**

### **part three: Building the Foundations of a Renewed Relationship**

## **14. The Turning Point**

## **15. Rekindling the Fire**

1. Finding Common Ground Between Cultures
2. Diverse Peoples, Common Goals
3. Words Are Not Enough
4. Meeting on the Trickster's Ground
5. Spirituality
6. The Land That Supports Us
7. Métis and Inuit Cultures
8. Ceremonies and Symbols
9. Cultural and Social Relations
10. Culture and Economy
11. Culture and Government
12. Charting the Future with Insights from the Past

## **16. The Principles of a Renewed Relationship**

1. The Basic Principles
  - 1.1 The First Principle: Mutual Recognition
  - 1.2 The Second Principle: Mutual Respect
  - 1.3 The Third Principle: Sharing
  - 1.4 The Fourth Principle: Mutual Responsibility
2. Maintaining the Relationship
3. Conclusion

**Appendix A The Commission's Terms of Reference Appendix B Biographical Notes on Commissioners Appendix C Abridged Tables of Contents, Volumes 2-5 Appendix D The Royal Proclamation of 1763 Appendix E Summary of Recommendations in Volume 1**

volume 2

## **Restructuring the Relationship**

part one

### **1. Introduction**

1. Treaties
2. Governance
3. Lands and Resources
4. Economic Development

### **2. Treaties**

1. A Need For Public Education
  - 1.1 Treaties are Nation-to-Nation

- 1.2 Treaties are Sacred and Enduring
- 1.3 Treaties are Part of the Canadian Constitution
- 1.4 Fulfilment of the Treaties is Fundamental to Canada's Honour
- 2. Legal Context of the Treaty Relationship
- 3. Historical Treaties: The Need for Justice and Reconciliation
  - 3.1 The Need for Justice
  - 3.2 The Need for Reconciliation
  - 3.3 Common Ground in the Treaties
  - 3.4 Lack of Common Ground
  - 3.5 The Vulnerability of Treaties
  - 3.6 Implementing the Spirit and Intent of Treaties
  - 3.7 The Fiduciary Relationship: Restoring the Treaty Partnership
  - 3.8 Aboriginal Rights and Title: Sharing, Not Extinguishment
  - 3.9 Sovereignty and Governance
  - 3.10 Observations Regarding Fulfilment of the Historical Treaties
- 4. Treaty Implementation and Renewal Processes
- 5. Treaty-Making Processes
  - 5.1 Implementation of Modern Treaties
  - 5.2 The Peace and Friendship Treaties
  - 5.3 Making New Treaties and Equivalent Agreements
- 6. Establishment of Treaty Processes
  - 6.1 A Royal Proclamation
  - 6.2 Companion Legislation
- 7. Content of Treaty Processes
  - 7.1 Entry to be Voluntary
  - 7.2 Timing to be Realistic
  - 7.3 Long-Term Resources to be Available
  - 7.4 Nature and Scope of Items for Discussion
  - 7.5 Outcomes of Treaty Processes
  - 7.6 Reorganization in Preparation for Treaty Processes
  - 7.7 Reorganization of Aboriginal and Treaty Nations
- 8. Institutions for Treaty Processes
  - 8.1 Treaty Commissions
  - 8.2 Access to the Aboriginal Lands and Treaties Tribunal

### **3. Governance**

- 1. Aboriginal Perspectives
  - 1.1 Basic Concepts
  - 1.2 Traditions of Governance
  - 1.3 Visions of Governance
- 2. Toward an Aboriginal Order of Government
  - 2.1 An Overview
  - 2.2 Self-Determination
  - 2.3 Self-Government
- 3. Implementing an Aboriginal Order of Government

- 3.1 Models of Aboriginal Government: An Overview
- 3.2 Financing Aboriginal Government
- 4. Transition
  - 4.1 Transitional Measures on the Road to Self-Government
  - 4.2 Capacity Building: Aboriginal Strategies for the Transition to Self-Government
  - 4.3 The Structure of the Government of Canada for the Conduct of Aboriginal Affairs
  - 4.4 Representation in the Institutions of Canadian Federalism

**Appendix 3A Existing Financial Arrangements for Aboriginal Governments and Regional and Territorial Governments**

**Appendix 3B A Summary of the Proposal by the Native Council of Canada for a House of the First Peoples**

Part Two

**4. Lands and Resources**

- 1. The Case for a New Deal
- 2. A Story
- 3. Lands and Resources: Background
  - 3.1 Lessons from the Hearings
  - 3.2 Significance of Lands and Resources to Aboriginal Peoples
- 4. How Losses Occurred
  - 4.1 The Law's Initial Promise
  - 4.2 Losing the Land
  - 4.3 Failure of Alternative Economic Options
  - 4.4 The Impact of Crown Land Management Systems
  - 4.5 Conclusion
- 5. The Inadequacy of Federal Claims Processes
  - 5.1 A Background of Aboriginal Protest
  - 5.2 Three Existing Claims Policies
  - 5.3 Specific Claims Initiatives: 1990-1995
  - 5.4 The Institutional Interests of the Federal Government
  - 5.5 Conclusion: The Need for Structural Change
- 6. A New Deal for Aboriginal Nations
  - 6.1 Redressing the Consequences of Territorial Dispossession
  - 6.2 The Contemporary Law of Aboriginal Title as a Basis for Action
  - 6.3 A New Approach to Lands and Resources
  - 6.4 An Aboriginal Lands and Treaties Tribunal
  - 6.5 The Need for Public Education
- 7. Securing an Adequate Land and Resource Base for Aboriginal Nations
  - 7.1 Interim Steps: Expanding the First Nations Land Base
  - 7.2 Interim Steps: Improving Access to Natural Resources
  - 7.3 Co-management
- 8. Conclusions

## **5. Economic Development**

1. Understanding Aboriginal Economies
  - 1.1 A Brief History of Aboriginal Economies and External Interventions
  - 1.2 Contemporary Aboriginal Economies
2. The Levers of Change
  - 2.1 Transforming Aboriginal Economies: An Overview
  - 2.2 The Economic Implications of Aboriginal Rights and Treaties
  - 2.3 Regaining Control
  - 2.4 Lands and Natural Resources
  - 2.5 Agriculture: An Illustration
  - 2.6 Business Development
  - 2.7 Employment Development
  - 2.8 Education and Training
  - 2.9 Making Innovative Use of Income Support Alternatives
  - 2.10 Conclusion

## **6. Conclusion**

1. An Act of National Intention
2. Negotiating a Canada-Wide Framework
3. Rebuilding Aboriginal Nations
4. A Legislative Process for Treaties
5. Redistributing Lands and Resources
6. Meaningful Work and Sustainable Wealth
7. Equipping for Self-Government

**Appendix A Summary of Recommendations in Volume 2 (Parts One and Two)**

**Appendix B Abridged Tables of Contents — Volumes 1-5**

volume 4

## **Perspectives and Realities**

### **1. Introduction**

### **2. Women's Perspectives**

1. Introduction
  - 1.1 Historical Position and Role of Aboriginal Women: A Brief Overview
  - 1.2 Reversing a Pattern of Exclusion — Women's Priorities for Change
2. Aboriginal Women and Indian Policy: Evolution and Impacts
  - 2.1 Introduction
  - 2.2 Policy Development and its Impact on Aboriginal Women

- 2.3 Bill C-31
- 2.4 The *Indian Act* and Bill C-31: Areas of Concern to First Nations Women
- 3. Health and Social Services: A Priority on Healing
- 4. The Need for Places of Refuge
- 5. The Rise of Aboriginal Women's Organizations
- 6. The Need for Fairness and Accountability
- 7. The Family
  - 7.1 Birth and Midwifery
  - 7.2 Child Support and Child Care
  - 7.3 Concern for Youth
  - 7.4 Concern for the Elderly
  - 7.5 Making a Living
- 8. Conclusion
- Appendices

### **3. Elders' Perspectives**

- 1. Introduction
- 2. Who are the Elders?
- 3. The Elders' Perspectives
  - 3.1 The North American Intellectual Tradition
  - 3.2 Cultural Wisdom and the Oral Tradition
  - 3.3 When Cultures Collide
- 4. Traditional Culture in the Modern World: The Elders' Role
  - 4.1 The Context
  - 4.2 Freedom to Live a Traditional Spiritual Life
- 5. Elders and...
  - 5.1 Culture, Language and Values
  - 5.2 Education
  - 5.3 Justice
  - 5.4 Governance
  - 5.5 Traditional Health and Healing
  - 5.6 Social Issues
  - 5.7 Lands and Resources
- 6. Conclusion: A Call for Action

### **4. The Search for Belonging: Perspectives of Youth**

- 1. Introduction: The Vision of Aboriginal Youth
- 2. The Reality for Aboriginal Youth: An Overview of Current Conditions
  - 2.1 An Aboriginal Youth Profile
  - 2.2 The Importance of Listening to Aboriginal Youth
- 3. Toward Whole Health
  - 3.1 The Need for Whole Health
  - 3.2 Spiritual Health

- 3.3 A Healthy Mind
- 3.4 A Healthy Body
- 3.5 Emotional Health
- 4. Making a Difference: Empowering Aboriginal Youth
  - 4.1 Empowerment
  - 4.2 Recognition and Involvement
  - 4.3 Economic Empowerment
- 5. Consolidation: A Framework for a Canada-Wide Aboriginal Youth Policy
  - 5.1 The Need for a Canada-wide Policy
  - 5.2 The Policy Framework
- 6. Conclusion

## **5. Métis Perspectives**

- 1. The Other Aboriginal Peoples
  - 1.1 Genesis
  - 1.2 A Nation-to-Nation Approach
  - 1.3 Métis Identity
  - 1.4 Multiple Métis Cultures and Communities
  - 1.5 All Métis Protected by Section 35
  - 1.6 All Métis Covered by Section 91(24)
  - 1.7 A Statistical Profile
  - 1.8 Métis Rights
  - 1.9 Discrimination and Neglect
- 2. The Métis Nation
  - 2.1 The Past
  - 2.2 The Present and the Future
- 3. The Other Métis
  - 3.1 The Past
  - 3.2 The Present and the Future
- Appendices Sources of Métis Rights

## **6. The North**

- 1. Introduction
  - 1.1 Background: Living in the North
  - 1.2 The Commission's Approach to the North
- 2. What Northerners Told the Commission
  - 2.1 The Four Themes
  - 2.2 How the Themes are Related
- 3. The Source of the Current Problems
  - 3.1 Early Northern Administration
  - 3.2 Wartime and After: A Problem of Development?
  - 3.3 The Changing Balance of Power in the 1970s
- 4. Regional Dimensions of Political Development

- 4.1 Yukon First Nations
- 4.2 Dene
- 4.3 Métis of the Northwest Territories
- 4.4 Inuit
- 5. Environmental Stewardship
  - 5.1 Introduction
  - 5.2 Pollution Control
  - 5.3 Environmental Management Regimes
  - 5.4 Traditional Knowledge
  - 5.5 The International Agenda on the Environment
  - 5.6 Conclusions
- 6. Support for the Northern Economy
  - 6.1 Past Approaches to Northern Economic Development
  - 6.2 The Contemporary Northern Economy
  - 6.3 The Value of Country Food
  - 6.4 Supporting the Traditional-Mixed Economy
  - 6.5 Conclusions
- 7. Investing in People
  - 7.1 The Need to Heal
  - 7.2 The Opportunities Presented by Political Development
  - 7.3 Conclusions

## **7. Urban Perspectives**

- 1. Introduction
- 2. Cultural Identity
  - 2.1 The Essence of Cultural Identity
  - 2.2 Racism
  - 2.3 Urbanization
  - 2.4 Enhancing Cultural Identities in Urban Areas
  - 2.5 Conclusion
- 3. Financing Social Programs for People Not Living on Aboriginal Territory
  - 3.1 Introduction
  - 3.2 Jurisdictional Roles
  - 3.3 Fiscal Off-Loading
  - 3.4 Federal-Provincial Fiscal Arrangements
  - 3.5 The Commission's Proposals
  - 3.6 Rationale for Provincial Role: The Right to Equality of Treatment
  - 3.7 Conclusion
- 4. Service Delivery
  - 4.1 Introduction
  - 4.2 The Current Situation
  - 4.3 Cultural Appropriateness
  - 4.4 Reform
  - 4.5 Special Perspectives

- 4.6 Friendship Centres
- 4.7 Urban Aboriginal Cultural Education Program
- 5. Aboriginal Women in Urban Areas
  - 5.1 Introduction
  - 5.2 Who Are Urban Aboriginal Women?
  - 5.3 Migration
  - 5.4 The Urban Experience
  - 5.5 Housing
  - 5.6 Services
  - 5.7 Conclusions
- 6. Governance for Aboriginal People in Urban Areas
  - 6.1 Reform of Canadian Urban Governments and Public Authorities
  - 6.2 Urban Communities of Interest
  - 6.3 Nation-Based Approaches to Urban Self-Government
  - 6.4 Conclusions
- 7. Urban Demographics and Socio-Economic Conditions
  - 7.1 Introduction
  - 7.2 Aboriginal Peoples Survey
  - 7.3 Population Size and Dynamics
  - 7.4 Composition of Urban Aboriginal Populations
  - 7.5 Demographic, Social and Economic Conditions
  - 7.6 Conclusion

volume 5

## **Renewal: A Twenty-Year Commitment**

### **1. Laying the Foundations of a Renewed Relationship**

- 1. A New Beginning
- 2. Content of the Proclamation and its Companion Legislation
  - 2.1 Preamble
  - 2.2 Procedure for the Recognition of Nations
  - 2.3 The Treaty Processes
  - 2.4 Lands and Resources
- 3. A Canada-Wide Framework Agreement
- 4. Gathering Strength
  - 4.1 Social Issues and Structural Change
  - 4.2 Four Dimensions of Social Change
  - 4.3 Federal, Provincial and Territorial Contributions
- 5. Keeping Track of Progress
- 6. A Broad Mandate — An Interactive Strategy

### **2. Economic Disparities, Government Expenditures and the Cost of the Status Quo**

1. The Cost of Forgone Production
2. Government Expenditures: The Burden of Remedial Costs
  - 2.1 Federal Expenditures on Targeted Programs
  - 2.2 Total Expenditures of all Governments
3. Dependency on Financial Assistance and Remedial Programs
4. Escalating Costs of the Status Quo

### **3. A Strategy for Renewal as a Good Investment**

1. Financing Fundamental Change
2. Structural Measures: Establishing a New Relationship
3. Social and Economic Measures: Gathering Strength
4. Beyond the Twenty-Year Horizon
5. The Distribution of Costs and Gains Among Governments
6. Realizing the Gains: The Pace of Progress

### **4. Public Education: Building Awareness and Understanding**

1. Introduction
2. Making Public Education a Reality
  - 2.1 Creating Dialogue
  - 2.2 Cross-Cultural Communication
3. Stakeholder Groups
  - 3.1 Religious Institutions
  - 3.2 Municipalities
  - 3.3 Educational Institutions
  - 3.4 Labour Unions
  - 3.5 Professional Organizations
  - 3.6 Other Stakeholders
4. Aboriginal Organizations
5. The Media
6. Symbols and Special Occasions
7. Governments
8. Resources
9. Immediate Steps

### **5. Constitutional Amendment: The Ultimate Challenge**

1. The Canadian Amending Formula
2. Constitutional Amendments and the Commission's Report
  - 2.1 Amendments for Greater Certainty
  - 2.2 Consequential Amendments
  - 2.3 Institutional Amendments
  - 2.4 Other Amendments

**Appendix A How We Fulfilled Our Mandate**  
**Appendix B Abridged Tables of Contents Appendix C Ethical Guidelines for**  
**Research**