

**IN THE SUPREME COURT OF CANADA
(ON APPEAL FROM COURT OF APPEAL OF ONTARIO)**

BETWEEN:

**MOUNTED POLICE ASSOCIATION OF ONTARIO /
ASSOCIATION DE LA POLICE MONTÉE DE L'ONTARIO AND
B.C. MOUNTED POLICE PROFESSIONAL ASSOCIATION
ON THEIR OWN BEHALF AND ON BEHALF OF
ALL MEMBERS AND EMPLOYEES OF THE
ROYAL CANADIAN MOUNTED POLICE**

Appellants

- and -

ATTORNEY GENERAL OF CANADA

Respondent

- and -

**ATTORNEY GENERAL OF ONTARIO, ATTORNEY GENERAL
OF BRITISH COLUMBIA, ATTORNEY GENERAL OF ALBERTA,
ATTORNEY GENERAL OF SASKATCHEWAN, ASSOCIATION DE
MEMBRES DE LA POLICE MONTÉE DU QUEBEC, MOUNTED POLICE
MEMBERS' LEGAL FUND, CONFÉDÉRATION DES SYNDICATS NATIONAUX
CANADIAN POLICE ASSOCIATION, CANADIAN LABOUR CONGRESS,
CANADIAN CIVIL LIBERTIES ASSOCIATION, PUBLIC SERVICE
ALLIANCE OF CANADA, and BRITISH COLUMBIA
CIVIL LIBERTIES ASSOCIATION**

Interveners

**FACTUM OF THE INTERVENER,
PUBLIC SERVICE ALLIANCE OF CANADA
(Pursuant to Rules 37 and 42 of the *Rules of the Supreme Court of Canada*)**

**RAVEN, CAMERON, BALLANTYNE &
YAZBECK LLP**

1600 - 220 Laurier Ave West
Ottawa, ON K1P 5Z9

**Andrew Raven
Andrew Astritis
Morgan Rowe**

T: 613-567-2901

F: 613-567-2921

E: araven@ravenlaw.com

E: aastritis@ravenlaw.com

E: mrowe@ravenlaw.com

**Counsel for the Intervener,
Public Service Alliance of Canada**

**ORIGINAL TO:
THE REGISTRAR**

Supreme Court of Canada
301 Wellington Street
Ottawa, ON K1A 0J1

COPIES TO:

LAURA YOUNG LAW OFFICES

65 Queen Street West
Suite 1000
Toronto, ON M5H 2M5

Per: Laura C. Young

Tele: (416) 361-0094

Fax: (416) 850-5134

Counsel for Appellants

ATTORNEY GENERAL OF CANADA

130 King Street West
Suite 3400, Box 36
Toronto, ON M5X 1K6

Per: Peter Southey

Per: Donnaree Nygard

Per: Kathryn Hucal

Tel: (416) 973-2240

Fax: (416) 973-0810

E-mail: peter.southey@justice.gc.ca

Counsel for the Respondent

Attorney General of Canada

**ALBERTA JUSTICE AND
SOLICITOR GENERAL**

9833 - 109 Street
Bowker Building, 4th Floor
Edmonton, AB T5K 2E8

Per: Roderick Wiltshire

Tel: (780) 422-7145

Fax: (780) 425-0307

E-mail: roderick.wiltshire@gov.ab.ca

Counsel for Intervener

Attorney General of Alberta

ATTORNEY GENERAL FOR SASKATCHEWAN

820-1874 Scarth Street
Regina, SK S4P 4B3

Per: Graeme G. Mitchell, Q.C.

Per: Katherine M. Roy

Tel: (306) 787-8385

Fax: (306) 787-9111

E-mail: graeme.mitchell@gov.sk.ca

Counsel for Intervener

Attorney General of Saskatchewan

SACK GOLDBLATT MITCHELL LLP

500 - 30 Metcalfe Street
Ottawa, ON K1P 5L4

Per: Raija Pulkkinen

Tel: (613) 235-5327

Fax: (613) 235-3041

E-mail: rpulkkinen@sgmlaw.com

Agent for Appellants

ATTORNEY GENERAL OF CANADA

Bank of Canada Building - East Tower
234 Wellington Street, Room 1212
Ottawa, ON K1A 0H8

Per: Christopher M. Rupar

Tel: (613) 941-2351

Fax: (613) 954-1920

E-mail: christopher.rupar@justice.gc.ca

Agent for the Respondent

Attorney General of Canada

GOWLING LAFLEUR HENDERSON LLP

2600 - 160 Elgin Street
P.O. Box 466, Stn "D"
Ottawa, ON, K1P 1C3

Per: Henry S. Brown, Q.C.

Tel: (613) 233-1781

Fax: (613) 788-3433

E-mail: henry.brown@gowlings.com

Agent for the Intervener

Attorney General of Alberta

GOWLING LAFLEUR HENDERSON LLP

2600 - 160 Elgin Street
P.O. Box 466, Stn "D"
Ottawa, ON, K1P 1C3

Per: Henry S. Brown, Q.C.

Tel: (613) 233-1781

Fax: (613) 788-3433

E-mail: henry.brown@gowlings.com

Agent for the Intervener

Attorney General of Saskatchewan

ATTORNEY GENERAL OF ONTARIO

720 Bay Street - 4th Floor
Toronto, ON M5G 2K1

Per: Robin K. Basu

Per; Michael Dunn

Tel: (416) 326-4476

Fax: (416) 326-4015

E-mail: robin.basu@jus.gov.on.ca

Counsel for Intervener

Attorney General of Ontario

ATTORNEY GENERAL OF BRITISH COLUMBIA

1001 Douglas Street, 6th Floor
Victoria, BC V8W 9J7

Per: Jonathan G. Penner

Tel: (250) 952-0122

Fax: (250) 356-9154

E-mail: jonathan.penner@gov.bc.ca

Counsel for Intervener

Attorney General of British Columbia

SACK GOLDBLATT MITCHELL LLP

20 Dundas St West
Suite 1100
Toronto, ON M5G 2G8

Per: Steven Barrett

Tel: (416) 979-6422

Fax: (416) 591-7333

E-mail: stevenbarrett@sgmlaw.com

Counsel for Intervener

Canadian Labour Congress

BENNETT JONES LLP

3400 One First Canadian Place
P.O. Box 130, Station 1st Canadian Place
Toronto, ON M5X 1A4

Per: Ranjan K. Agarwal

Per; Ashley Paterson

Tel: (416) 863-1200

Fax: (416) 863-1716

E-mail: agarwalr@bennettjones.com

Counsel for Intervener

Canadian Civil Liberties Association

BURKE-ROBERTSON

441 MacLaren Street, Suite 200
Ottawa, ON, K2P 2H3

Per: Robert E. Houston, Q.C.

Tel: (613) 236-9665

Fax: (613) 235-4430

E-mail: rhouston@burkerobertson.com

Agent for the Intervener

Attorney General of Ontario

BURKE-ROBERTSON

441 MacLaren Street, Suite 200
Ottawa, ON, K2P 2H3

Per: Robert E. Houston, Q.C.

Tel: (613) 236-9665

Fax: (613) 235-4430

E-mail: rhouston@burkerobertson.com

Agent for the Intervener

Attorney General of British Columbia

SACK GOLDBLATT MITCHELL LLP

500 - 30 Metcalfe St.
Ottawa, ON K1P 5L4

Per: Colleen Bauman

Tel: (613) 235-5327

Fax: (613) 235-3041

E-mail: cbauman@sgmlaw.com

Agent for the Intervener

Canadian Labour Congress

BENNETT JONES LLP

1900 - 45 O'Connor Street
World Exchange Plaza
Ottawa, ON K1P 1A4

Per: Sheridan Scott

Tel: (613) 683-2302

Fax: (613) 683-2323

E-mail: scottss@bennettjones.com

Agent for the Intervener

Canadian Civil Liberties Association

MOORE, EDGAR, LYSTER
195 Alexander St.
3rd Floor
Vancouver, BC V6A 1N8
Per: Lindsay M. Lyster
Per: Jessica L. Derynck
Tel: (604) 689-4457
Fax: (604) 689-4467
E-mail: lindsaylyster@unionlawyers.com
Counsel for Intervener
British Columbia Civil Liberties Association

Mtre JAMES R.K. DUGGAN
625, boul. René-Lévesque Ouest
bureau 805
Montréal, QC H3B 1R2
Per: James R.K. Duggan
Tel: (514) 879-1459
Fax: (514) 879-5648
E-mail: jduggan@jdugganavocat.ca
Counsel for the Intervener
Association des membres de la police montée
du Québec

HEENAN BLAIKIE LLP
Bay Adelaide Centre
2900 - 333 Bay Street, PO Box 2900
Toronto, ON M5H 2T4
Per: John D.R. Craig
Per: Christopher D. Pigott
Tel: (416) 360-3527
Fax: (416) 360-8425
E-mail: jcraig@heenan.ca
Counsel for the Intervener
Mounted Police Members' Legal Fund

LAROCHE MARTIN
2100 boulevard de Maisonneuve Est
Bureau 501
Montréal, QC H2K 4S1
Per: Benoit Laurin
Tel: (514) 529-4901
Fax: (514) 529-4932
E-mail: benoit.laurin@csn.qc.ca
Counsel for the Intervener
Confédération des syndicats nationaux

SUPREME LAW GROUP
900 - 275 Slater Street
Ottawa, ON K1P 5H9
Per: Moira Dillon
Tel: (613) 691-1224
Fax: (613) 691-1338
E-mail: mdillon@supremelawgroup.ca
Agent for the Intervener
British Columbia Civil Liberties
Association

SUPREME ADVOCACY LLP
397 Gladstone Avenue Suite 100
Ottawa, ON K2P 0Y9
Per: Mtre Marie-France Major
Tel: (613) 695-695-8855
Fax: (613) 695-8550
E-mail: mfmajor@supremeadvocacy.ca
Agent for the Intervener
Association des membres de la police
montée du Québec

HEENAN BLAIKIE LLP
55 Metcalfe street, Suite 300
Ottawa, ON K1P 6L5
Per: Judith Parisien
Tel: (613) 236-4673
Fax: (866) 224-5596
E-mail: jparisien@heenan.ca
Agent for the Intervener
Mounted Police Members' Legal Fund

NOËL & ASSOCIÉS
111, rue Champlain
Gatineau, QC J8X 3R1
Per: Pierre Landry
Tel: (819) 771-7393
Fax: (819) 771-5397
E-mail: p.landry@noelassocies.com
Agent for the Intervener
Confédération des syndicats nationaux

**PALIARE, ROLAND, ROSENBERG,
ROTHSTEIN, LLP**

155 Wellington Street West
35th Floor

Toronto, ON M5V 3H1

Per: Ian J. Roland

Tel: (416) 646-4319

Fax: (416) 646-4320

E-mail: ian.roland@paliareroland.com

Counsel for the Intervener

Canadian Police Association

GOWLING LAFLEUR HENDERSON LLP

2600 - 160 Elgin St

Box 466 Station D

Ottawa, ON K1P 1C3

Per: Brian A. Crane, Q.C.

Tel: (613) 233-1781

Fax: (613) 563-9869

E-mail: brian.crane@gowlings.com

Agent for the Intervener

Canadian Police Association

INDEX

	PAGE NO.
PART I – OVERVIEW AND STATEMENT OF FACTS	2
A. OVERVIEW	2
B. BACKGROUND	2
PART II – QUESTIONS IN ISSUE	3
PART III – STATEMENT OF ARGUMENT	4
A. Employee choice is consistent with majoritarian/exclusivity	4
B. Parliament can depart from majoritarian/exclusivity but cannot remove independent associations from collective bargaining.....	7
C. The right to collectively bargain can include the right of employees covered by the PSLRA to associate with excluded employees ...	10
PART IV – SUBMISSIONS CONCERNING COSTS	11
PART V – REQUEST FOR PERMISSION TO PRESENT ORAL ARGUMENT	11
PART VI – TABLE OF AUTHORITIES	12
PART VII – STATUTES, REGULATIONS, RULES, ETC	13

**IN THE SUPREME COURT OF CANADA
(ON APPEAL FROM COURT OF APPEAL OF ONTARIO)**

BETWEEN:

**MOUNTED POLICE ASSOCIATION OF ONTARIO /
ASSOCIATION DE LA POLICE MONTÉE DE L'ONTARIO AND
B.C. MOUNTED POLICE PROFESSIONAL ASSOCIATION
ON THEIR OWN BEHALF AND ON BEHALF OF
ALL MEMBERS AND EMPLOYEES OF THE
ROYAL CANADIAN MOUNTED POLICE**

Appellants

- and -

ATTORNEY GENERAL OF CANADA

Respondent

- and -

**ATTORNEY GENERAL OF ONTARIO, ATTORNEY GENERAL
OF BRITISH COLUMBIA, ATTORNEY GENERAL OF ALBERTA,
ATTORNEY GENERAL OF SASKATCHEWAN, ASSOCIATION DE
MEMBRES DE LA POLICE MONTÉE DU QUEBEC, MOUNTED POLICE
MEMBERS' LEGAL FUND, CONFÉDÉRATION DES SYNDICATS NATIONAUX
CANADIAN POLICE ASSOCIATION, CANADIAN LABOUR CONGRESS,
CANADIAN CIVIL LIBERTIES ASSOCIATION, PUBLIC SERVICE
ALLIANCE OF CANADA, and BRITISH COLUMBIA
CIVIL LIBERTIES ASSOCIATION**

Interveners

**FACTUM OF THE INTERVENER,
PUBLIC SERVICE ALLIANCE OF CANADA
(Pursuant to Rules 37 and 42 of the *Rules of the Supreme Court of Canada*)**

PART I – OVERVIEW AND STATEMENT OF FACTS

A. Overview

1. This is an appeal brought by the Mounted Police Association of Ontario and the British Columbia Mounted Police Professional Association (the "Appellants") seeking a declaration that section 96 of the *Royal Canadian Mounted Police Regulations* (the "*Regulations*") and paragraph 2(1)(d) of the *Public Service Labour Relations Act* ("*PSLRA*") unjustifiably infringe on the rights of RCMP members to freedom of association under subsection 2(d) of the *Canadian Charter of Rights and Freedoms* (the "*Charter*"). The Public Service Alliance of Canada ("PSAC") makes the following submissions as an Intervener in this appeal, pursuant to the July 25, 2013 Order of Justice Lebel.

Royal Canadian Mounted Police Regulations, 1988, SOR/88-361, s 96; Public Service Labour Relations Act, SC 2003, c 22, s 2, s 2(1)(d); Canadian Charter of Rights and Freedoms, Part 1 of the Constitution Act, 1982, being Schedule B to the Canada Act 1982 (UK), 1982, c 11, s 2(d)

2. PSAC agrees with the Appellants' position that the RCMP Staff Relations Representative Program ("SRRP") violates the freedom of association. PSAC argues that the Ontario Court of Appeal erred in concluding that recognizing the right of employees to choose an associational representative would render all majoritarian/exclusive labour relations schemes unconstitutional. PSAC further maintains that the right to collectively bargain requires that workers remain free to be represented by independent, worker-controlled associations. Finally, with respect to the statutory exclusions from the *PSLRA*, PSAC submits that the right to collectively bargain can include the right of employees covered by the *PSLRA* to associate with excluded employees.

B. Background

3. The Appellants are private associations, independently organized, that wish to bargain collectively on behalf of RCMP officers who are their members ("RCMP members"). The Appellants argue that they have been prevented from doing so by the exclusion in paragraph 2(1)(d) of the *PSLRA* and the substitution of a separate labour relations scheme under the *Regulations*. In place of the *PSLRA*, section 96 of

the *Regulations* creates the SRRP, which is tasked with representing RCMP members in discussions with management on employment issues. The applications judge found, and the Court of Appeal agreed, that the SRRP is part of the RCMP hierarchy and, as such, is not independent of the employer. The RCMP refuses to bargain with independent unions or associations.

Reasons for the Decision of the Applications Judge ["Applications Judge"] at paras 4-5, 13-18, 62; Reasons for the Decision of the Ontario Court of Appeal, dated June 1, 2012 at para 128 ["Appeal Reasons"]

4. The Appellants argue that these provisions infringe on the subsection 2(d) *Charter* rights of RCMP members as they deny them the right to be represented by an independent association of their choice. According to the Appellants, the *Charter* entitles RCMP members to choose their associational representative rather than have one imposed upon them. Furthermore, the Appellants argue that the RCMP members' associational representative must be independent from the employer's hierarchy to ensure that representations are meaningful and truly reflect the voice of the employees.

Factum of the Appellants, dated May 13, 2013, at paras 52-67

5. The applications judge accepted the Appellants' arguments and found the imposition of the SRRP to be unconstitutional. The Ontario Court of Appeal overturned this decision, concluding that the provisions in question were *Charter* compliant. In doing so, the Court of Appeal noted that the Appellants' arguments regarding the lack of employee choice under the SRRP regime would have the effect of rendering all majoritarian/exclusive bargaining regimes unconstitutional. The Court of Appeal further concluded that the fact that the SRRP was not independent of the employer was irrelevant as it did not make it "effectively impossible" for workers to act collectively to pursue workplace goals.

Applications Judge at 77; Appeal Reasons at paras 115-118, 128

PART II – QUESTIONS IN ISSUE

6. PSAC supports the Appellants' position that the imposition of the SRRP on RCMP members, and their exclusion from the *PSLRA*, violate the freedom of association.

PART III – STATEMENT OF ARGUMENT**A. Employee choice is consistent with majoritarian/exclusivity**

7. PSAC agrees with the Appellants' position that the freedom of association includes the right of employees to freely choose their associational representative. The Court of Appeal concluded, however, that recognizing such a right would render all majoritarian/exclusive labour relation regimes unconstitutional, since recognition of a single majoritarian/exclusive bargaining agent would run contrary to the requirement to also recognize the chosen associational representatives of any subgroups of employees. In reaching this conclusion, the Court failed to properly account for the democratic processes provided for in majoritarian/exclusive regimes.

Factum of the Appellants, dated May 13, 2013, at paras 59-67; Appeal Reasons at paras 116-117

8. Wagner-model labour relations schemes, which provide for majoritarian/exclusive bargaining agents, plainly give effect to employee choice in a manner that satisfies subsection 2(d) of the *Charter*. This Court has emphasized two processes in this regard. First, employees participate in collective decision-making regarding the selection of an associational representative through the certification process. Where employees are dissatisfied with the representation provided by a particular associational representative, they have the freedom to decertify and, if they so choose, select a new associational representative. Second, employees who do not agree with the choice made by the majority of their co-workers have the freedom not to join that association.

Lavigne v Ontario Public Service Employees Union, [1991] 2 SCR 211 at 260-261, 325; see *PSLRA*, ss 64, 94

9. This process provides a method of collective decision-making analogous to the "first-past-the-post" system used to determine a constituency's representative in Canadian legislatures. In both instances all members of a constituency can participate fully in choosing the representative, but the decision of the majority carries the day. There is no suggestion that this process of political decision-making

is invalid or unconstitutional because it proceeds on a majoritarian basis, rather than by giving effect to the individual choices of smaller sub-groups of voters.

10. This Court has previously recognized the similarities in these two democratic processes. In *Lavigne v Ontario Public Service Employees Union*, Justice LaForest recognized unions as “democratically run bodies” that engage in “majoritarian decision-making.” Justices Wilson and L’Heureux-Dubé, writing in dissent, noted the similarities between the choice exercised by employees in the unionized context and that exercised by voters in a democracy:

The appellant sought to distinguish this situation on the footing that citizens subject to taxation agree to be bound by such a system when they choose to be “members” of a community governed by democratically elected representatives. To my mind, there is no distinction in principle between our overall system of government and the role of taxation within it and the mini-democracy of the workplace. Under our labour relations regime all members of the bargaining unit have an equal opportunity to participate in choosing who is to represent them and to join the ranks of the union or not as they see fit. Further, as in our system of representative democracy, members of a bargaining unit may also decide to oust their bargaining agent if dissatisfied with its performance.

Lavigne, supra at 260-261, 325

11. More recently, this Court in *Health Services and Support – Facilities Subsector Bargaining Assn v British Columbia* identified the democratic underpinnings of collective bargaining as one of the reasons for its inclusion within the ambit of freedom of association. The Court recognized that collective bargaining provides employees with a voice in the workplace in a manner that is comparable to political democracies.

Health Services and Support – Facilities Subsector Bargaining Assn v British Columbia, 2007 SCC 27 at para 85; *Dunmore v Ontario (Attorney General)*, 2001 SCC 94 at para 57; *R v Advance Cutting & Coring*, 2001 SCC 70 at para 257

12. Accordingly, this Court may accept the Appellants’ argument regarding the fundamental necessity of employee choice without also finding that such an argument would render Wagner-model labour relations schemes unconstitutional. The Court of Appeal’s conclusion fails to recognize that the collective selection of a majoritarian representative is an appropriate manifestation of the values protected by freedom of association, including the promotion of social interaction, discussion, debate, and consensus-building among employees. In the words of Justice

Bastarache in *Dunmore*, this method of employee choice encourages individuals to “form a constituency and distil their views into a single platform.” In light of the above, Courts should defer to Parliament’s decision to determine employee choice on a majoritarian basis.

Appeal Reasons at paras 116-118; *Dunmore, supra* at paras 16-17; *Reference re Public Service Employee Relations Act (Alta)*, [1987] 1 SCR 313 [“*Alberta Reference*”] at paras 365-366, 395-397; *Advance Cutting & Coring, supra* at paras 27, 170.

13. That is not to say, however, that legislative choices in structuring a collective bargaining regime do not warrant review. For instance, if a legislatively-imposed bargaining unit structure substantially interferes with employees’ ability to effectively exercise their right to bargain collectively, such a system will violate the freedom of association. The same would be true if a bargaining agent identified by statute no longer had the support of bargaining unit members.¹

Dunmore, supra at para 57; *Advance Cutting & Coring, supra* at para 257

14. Moreover, although not directly at issue in this appeal, PSAC submits that there is no principled reason why groups of employees in workplaces that are not unionized under a statutory Wagner regime would not maintain a constitutional right to make collective representations to their employer, to have those representations considered in good faith, and to engage in a process of meaningful discussion. This would recognize the constitutional rights of all employees to a process of collective bargaining while respecting Parliament’s decision to impose a particular statutory regime where the majority of employees choose to unionize.

See the following authorities cited by the AGO: R.J. Adams, “Bewilderment and Beyond: A Comment on the *Fraser Case*” (2011) 17 CLEJ 313 AGO Book of Authorities, Tab 29 at 325-326; D. Doorey, “Graduated Freedom of Association: Worker Voice Beyond the Wagner Model” (2013) 38 Queen’s LJ 511, AGO Book of Authorities, Tab 19 at 528, 530, 536

¹ In the case of teachers unions in Ontario, the statute merely recognized the associations already formed by teachers, without undermining their independence: See Leon Paroian, “Review of the School Boards’/Teachers’ Collective Negotiation Process in Ontario” (Toronto: Ontario Ministry of Education, 1996) at 3.

B. Parliament can depart from majoritarian/exclusivity but cannot remove independent associations from collective bargaining

15. The Ontario Court of Appeal erred in concluding that it was irrelevant that the SRRP lacked independence from the employer. PSAC maintains that, regardless of the labour relations system adopted, the freedom of association inherently requires that employees have the opportunity to be represented by independent, employee-controlled organizations. The arguments to the contrary cannot be sustained.

Health Services, supra at para 85; *Lavigne, supra* at 260-261, 325; *Delisle v Canada (Deputy Attorney General)*, [1999] 2 SCR 989 at para 37; see also *Advance Cutting & Coring, supra* at para 27 per Bastarache J., and para 207 more generally

16. First, the Respondent erroneously claims that recognizing the right of employees to be represented by an independent association in collective bargaining would make majoritarian/exclusivity an essential part of the section 2(d) protection. To the contrary, it would simply affirm that the Wagner model is one of the labour relations options that satisfy this requirement of the freedom of association.²

17. In this regard, the description of the various labour relations regimes set out by the Attorney General of Ontario sheds no light on the issues in this case. While these examples highlight a range of approaches legislatures may take in configuring a system of industrial relations, not one involves a system that requires employees to be exclusively represented by an organization that lacks independence from the employer. Even New Zealand's labour relations regime, which allows employees to choose to be part of non-independent associations, does not require employees to belong to such associations. Indeed, all employees in that system have the right to be represented by the independent union of their choice. This system bears no resemblance to the SRRP model imposed on RCMP members.

M. Harcourt, "How Minority Unionism Works in New Zealand" (Paper, delivered at the University of Saskatchewan Faculty of Law Conference on Freedom of Association, February 2010) AGO Book of Authorities, Tab 22 at 3-4, 8; M. Harcourt and P. Haynes, "Accommodating Minority Unionism: Does the New Zealand Experience Provide Options for Canadian Law Reform?" (2011) 16 CLEJ 51 AGO Book of Authorities, Tab 26 at 59-60, 62-63, 75

² Indeed, it is not surprising that a statutory labour relations regime would include certain basic protections that are constitutionally required in any scheme.

18. Nor do the academic articles referenced by the Attorney General of Ontario call for a system of labour relations that requires representation through non-independent associations. Professor David Doorey emphasizes that he does not advocate replacing the Wagner model, but instead suggests providing employees with the added option of a thin model of association.³ Likewise, Professor Roy Adams argues that employees under a Wagner model maintain a constitutional right to form minority unions when there is no certified bargaining agent. Their proposals give no hint that they would tolerate, let alone endorse, a system that required employees to be represented by associations that lack independence from the employer.

Doorey, *supra* at 514-515, 537; Adams, *supra* at 326

19. Second, while the Respondent recognizes this Court's jurisprudence regarding the need for independent employee associations, it wrongly asserts that such independence is unnecessary in a more collaborative process. The right to bargain collectively flows from the freedom of association. This Court has described collective bargaining as "employees banding together" and asserting their "right to unite" or "associate to achieve collective goals". This emphasis on the central role played by workers themselves in associating confirms that the right to collectively bargain centres on the relationship between employers and independent associations of workers, regardless of the type of process imposed.

Health Services, supra, at para 89; Appeal Reasons at para 82; see *Delisle, supra* at para 37; *Ontario (Attorney General) v Fraser*, 2011 SCC 20 at paras 346-347, per Abella J., regarding the need for union independence

20. Third, contrary to the Attorney General of Ontario's submissions, imposing an obligation to represent members in good faith, while necessary in collective bargaining, is not sufficient to insulate a regime of non-independent associations from *Charter* scrutiny. Otherwise, employees could be forced to endure a system in which the employer itself appoints employee representatives, so long as these representatives are required to represent all employees in a good faith manner.

³ In fact, Professor Doorey proceeds from the assumption that associational representatives must be independent: Doorey at 524, 529.

Such an approach runs counter to the democratic foundations that this Court has repeatedly confirmed underlie the freedom of association.

Health Services, supra at para 85; *Lavigne, supra* at 260-261, 325; *Alberta Reference, supra* at paras 396-397

21. Indeed, associational independence is itself necessary, regardless of whether employee representatives are elected and obliged to act in good faith. The jurisprudence on institutional independence highlights that the structural independence of an administrative decision-maker is a distinct issue from whether or not there is a reasonable apprehension of bias involving an individual tribunal member. This distinction applies equally in the present case.

D. Brown and J.M. Evans, *Judicial Review of Administrative Action in Canada*, looseleaf (Toronto: CanvasBack, 2013) at 11:4100; *R v Valente*, [1985] 2 SCR 673 at 685, 687-689

22. Fourth, it is incorrect to assert that Government employees are somehow excluded from the right to an independent association simply because they can bring a *Charter* challenge to defend themselves against *Charter* violations. The Respondent's position on this issue effectively stems from the Court of Appeal's misapprehension of this Court's statements regarding the "derivative" nature of the right to bargain collectively. In *Fraser*, this Court explained that "the right of an employees' association to make representations to the employer and have its views considered in good faith is a derivative right under s. 2(d) of the *Charter*, necessary to meaningful exercise of the right to free association". This Court used the term "derivative" to mean that the right to collectively bargain flowed necessarily from the freedom of association, not that it was contingent on showing that it was effectively impossible for workers to achieve workplace goals without it.

Appeal Reasons at para 111; *Fraser, supra* at para 99

23. Accordingly, all employees must have the same constitutional right to collectively bargain. While advancing a positive rights claim to legislative protection requires employees to demonstrate that it is "effectively impossible" to bargain collectively without such protection, the sought-after legislative scheme would simply serve to protect the pre-existing and fundamental right to bargain

collectively. As this Court stated in no uncertain terms:

In our view, the majority decision in *Health Services* should be interpreted as holding what it repeatedly states: that workers have a constitutional right to make collective representations and to have their collective representations considered in good faith.

Fraser, supra at para 51 [emphasis added]

24. Whatever limited participation may be provided for by the SRRP, it can hardly be characterized as sufficient to satisfy the freedom of association, given that the organization imposed on employees lacks independence from the employer. In *Fraser*, Justice Abella reiterated the concerns expressed by Bora Laskin regarding the pernicious role company-dominated unions have played in Canadian labour history. A return to such a period cannot be constitutionally justified. The very suggestion that the right to collectively bargain in a free and democratic society could be satisfied by an organization imposed on employees that lacks independence from the employer is deeply troubling.

Fraser, supra at para 346-347; *Delisle, supra* at para 37

C. The right to collectively bargain can include the right of employees covered by the *PSLRA* to associate with excluded employees

25. PSAC agrees with the Appellants' position that the decision of this Court in *Delisle*, which upheld the exclusion of RCMP members under the predecessor to the *PSLRA*, should be revisited in light of the more recent recognition of the right to collective bargaining. PSAC adds the following comments regarding the broader public service context.

Factum of the Appellants, dated May 13, 2013, at paras 102-114; *Delisle, supra* at para 33; *Health Services, supra* at paras 20, 41; *Fraser, supra* at paras 33, 46

26. In assessing the constitutionality of the *PSLRA* exclusions, consideration must be given to their potential impact on the *Charter* rights of employees within the *PSLRA* regime. In many federal public service workplaces, employees covered by the *PSLRA* work alongside and sometimes perform identical duties under the same conditions as employees excluded by subsection 2(1).⁴ This could lead to statutory

⁴ This would be the case for casual and student employees, who are excluded based on their status rather than the nature of the work they perform.

exclusions arbitrarily dividing a group of employees in a manner that substantially interferes with their ability to meaningfully bargain with their employer.

PSLRA, s 2(1)

27. The above elements of the freedom of association do not appear to be engaged by the present appeal, where RCMP members are, as a group, excluded from the *Act*. As such, PSAC acknowledges that the present case does not provide an appropriate circumstance for this Court to issue a broad ruling on the constitutionality of these exclusions. It respectfully submits, however, that the Court must be mindful of these different circumstances when analyzing the constitutionality of the exclusion of RCMP members from the *PSLRA*.

PART IV – SUBMISSIONS ON COSTS

28. PSAC does not seek costs and requests that no costs be ordered against it.

PART V – PERMISSION TO PRESENT ORAL ARGUMENT

29. The Intervener, PSAC, respectfully requests permission to present 10 minutes of oral argument with respect to the above submissions.

ALL OF WHICH IS RESPECTFULLY SUBMITTED.

Dated at Ottawa, this 19th day of September, 2013.

Per: _____

Andrew Raven/Andrew Astritis/Morgan Rowe

Solicitors for the Intervener,
Public Service Alliance of Canada

PART VI – LIST OF AUTHORITIES**Para No.:****Statutes**

<i>Canadian Charter of Rights and Freedoms, Part 1 of the Constitution Act, 1982, being Schedule B to the Canada Act 1982 (UK), 1982, c 11</i>	1
<i>Public Service Labour Relations Act, SC 2003, c 22, s 2</i>	1, 8
<i>Royal Canadian Mounted Police Regulations, 1988, SOR/88-361</i>	1

Cases

<i>Delisle v Canada (Deputy Attorney General), [1999] 2 SCR 989</i>	15, 19, 24, 25
<i>Dunmore v Ontario (Attorney General), 2001 SCC 94</i>	11, 12, 13
<i>Health Services and Support – Facilities Subsector Bargaining Assn v British Columbia, 2007 SCC 27</i>	11, 15, 19, 20, 25
<i>Lavigne v Ontario Public Service Employees Union, [1991] 2 SCR 211</i>	8, 10, 15, 20
<i>Ontario (Attorney General) v Fraser, 2011 SCC 20</i>	19, 22, 23, 24, 25
<i>R v Advance Cutting & Coring, 2001 SCC 70</i>	11, 12, 15
<i>R v Valente, [1985] 2 SCR 673</i>	21
<i>Reference re Public Service Employee Relations Act (Alta), [1987] 1 SCR 313</i>	12

Texts

Adams, R.J. "Bewilderment and Beyond: A Comment on the <i>Fraser</i> Case" (2011) 17 CLELJ 313	14, 18
Brown, D. and J.M. Evans, <i>Judicial Review of Administrative Action in Canada</i> , looseleaf (Toronto: CanvasBack, 2013)	21
Doorey, D. "Graduated Freedom of Association: Worker Voice Beyond the Wagner Model" (2013) 38 Queen's LJ 511	14, 18
Harcourt, M. "How Minority Unionism Works in New Zealand" (Paper, delivered at the University of Saskatchewan Faculty of Law Conference on Freedom of Association, February 2010)	17
Harcourt, M. and P. Haynes, "Accommodating Minority Unionism: Does the New Zealand Experience Provide Options for Canadian Law Reform?" (2011) 16 CLELJ 51	17
Paroian, L. "Review of the School Boards'/Teachers' Collective Negotiation Process in Ontario" (Toronto: Ontario Ministry of Education, 1996)	13

PART VII – STATUTES

<p style="text-align: center;">CONSTITUTION ACT, 1982</p> <p style="text-align: center;">PART I CANADIAN CHARTER OF RIGHTS AND FREEDOMS</p> <p>...</p> <p>Fundamental Freedoms</p> <p>Fundamental freedoms</p> <p>2. Everyone has the following fundamental freedoms:</p> <p>...</p> <ul style="list-style-type: none"> • (d) freedom of association 	<p style="text-align: center;">LOI CONSTITUTIONNELLE DE 1982</p> <p style="text-align: center;">PARTIE I CHARTRE CANADIENNE DES DROITS ET LIBERTÉS</p> <p>...</p> <p>Libertés fondamentales</p> <p>Libertés fondamentales</p> <p>2. Chacun a les libertés fondamentales suivantes :</p> <p>...</p> <ul style="list-style-type: none"> • d) liberté d'association
<p style="text-align: center;">Public Service Labour Relations Act SC 2003, c 22, s 2</p> <p>2. (1) The following definitions apply in this Act.</p> <p>...</p> <p>"employee" « fonctionnaire »</p> <p>"employee", except in Part 2, means a person employed in the public service, other than</p> <ul style="list-style-type: none"> • (a) a person appointed by the Governor in Council under an Act of Parliament to a statutory position described in that Act; • (b) a person locally engaged outside Canada; • (c) a person not ordinarily required to work more than one third of the normal period for persons doing similar work; • (d) a person who is a member or special constable of the Royal Canadian Mounted Police or who is employed by that force under terms and conditions substantially the same as those of one of its members; • (e) a person employed in the 	<p style="text-align: center;">Loi sur les relations de travail dans la fonction publique LC 2003, ch 22, art 2</p> <p>2. (1) Les définitions qui suivent s'appliquent à la présente loi.</p> <p>...</p> <p>« fonctionnaire » "employee"</p> <p>« fonctionnaire » Sauf à la partie 2, personne lunction dans la lunction publique, à l'exclusion de toute personne :</p> <ul style="list-style-type: none"> • a) nommée par le gouverneur en conseil, en vertu d'une loi fédérale, à un poste prévu par cette loi; • b) recrutée sur place à l'étranger; • c) qui n'est pas ordinairement astreinte à travailler plus du tiers du temps normalement exigé des personnes exécutant des tâches semblables; • d) qui est membre ou gendarme auxiliaire de la Gendarmerie royale du Canada, ou y est employée sensiblement aux mêmes conditions que ses membres; • e) employée par le Service canadien du renseignement de sécurité et n'exerçant pas des fonctions de

<p>Canadian Security Intelligence Service who does not perform duties of a clerical or secretarial nature;</p> <ul style="list-style-type: none"> • (f) a person employed on a casual basis; • (g) a person employed on a term basis, unless the term of employment is for a period of three months or more or the person has been so employed for a period of three months or more; • (h) a person employed by the Board; • (i) a person who occupies a managerial or confidential position; or • (j) a person who is employed under a program designated by the employer as a student employment program. <p>...</p>	<p>commis ou de secrétaire;</p> <ul style="list-style-type: none"> • f) employée à titre occasionnel; • g) employée pour une durée déterminée de moins de trois mois ou ayant travaillé à ce titre pendant moins de trois mois; • h) employée par la Commission; • i) occupant un poste de direction ou de confiance; • j) employée dans le cadre d'un programme désigné par l'employeur comme un programme d'embauche des étudiants. <p>...</p>
<p>Certification</p> <p>Conditions for certification</p> <p>64. (1) After having determined the unit appropriate for collective bargaining, the Board must certify the applicant employee organization as the bargaining agent for the bargaining unit if it is satisfied</p> <ul style="list-style-type: none"> • (a) that a majority of employees in that bargaining unit wish the applicant employee organization to represent them as their bargaining agent; • (b) that the persons representing the employee organization in the making of the application have been duly authorized to make the application; and • (c) if the applicant is a council of employee organizations, that each of the employee organizations forming the council has vested appropriate authority in the council to enable it to discharge the duties and responsibilities of a bargaining agent. <p>Where previous application denied within six months</p> <p>(2) If an application for certification of an</p>	<p>Accréditation</p> <p>Conditions préalables à l'accréditation</p> <p>64. (1) La Commission, après avoir défini l'unité habile à négocier collectivement, doit accréditer comme agent négociateur de l'unité de négociation l'organisation syndicale sollicitant l'accréditation si elle est convaincue, à la fois :</p> <ul style="list-style-type: none"> • a) que la majorité des fonctionnaires de l'unité de négociation souhaitent que l'organisation syndicale les représente à titre d'agent négociateur; • b) que les personnes représentant l'organisation syndicale dans la procédure de demande ont été dûment autorisées à déposer celle-ci; • c) dans le cas de la demande présentée par un regroupement d'organisations syndicales, que chacune des organisations syndicales formant le regroupement a donné à celui-ci l'autorité suffisante pour lui permettre de remplir ses fonctions d'agent négociateur. <p>Refus d'accréditation dans les six mois qui suivent le rejet d'une demande antérieure</p> <p>(2) Lorsque la Commission a refusé la demande d'accréditation d'une organisation</p>

employee organization as the bargaining agent for a proposed bargaining unit has been denied by the Board, the Board may not consider a new application for certification from that employee organization in respect of the same or substantially the same proposed bargaining unit until at least six months have elapsed from the day on which the employee organization was last denied certification, unless the Board is satisfied that the previous application was denied by reason only of a technical error or omission made in connection with the application.

Membership in council of employee organizations

(3) For the purpose of paragraph (1)(a), membership in any employee organization that forms part of a council of employee organizations is deemed to be membership in the council.

...

Revocation of Certification

When employee organization no longer represents employees

94. (1) Any person claiming to represent a majority of the employees in a bargaining unit bound by a collective agreement or an arbitral award may apply to the Board for a declaration that the employee organization that is certified as the bargaining agent for the bargaining unit no longer represents a majority of the employees in the bargaining unit.

When application may be made

(2) The application may be made only during the period in which an application for certification of an employee organization may be made under section 55 in respect of employees in the bargaining unit.

syndicale, elle ne peut prendre en considération aucune nouvelle demande d'accréditation de la part de celle-ci à l'égard de la même unité, ou d'une unité essentiellement similaire, sauf si au moins six mois se sont écoulés depuis la date de ce refus ou si elle est convaincue que ce refus a résulté d'une omission ou d'une erreur de procédure au cours de la demande.

Adhésion à un regroupement d'organisations syndicales

(3) Pour l'application de l'alinéa (1)a), l'adhésion à une organisation syndicale membre d'un regroupement d'organisations syndicales vaut adhésion au regroupement.

...

Révocation de l'accréditation

Non-représentativité de l'organisation syndicale

94. (1) Quiconque affirme représenter la majorité des fonctionnaires d'une unité de négociation régie par une convention collective ou une décision arbitrale encore en vigueur peut demander à la Commission de déclarer non représentative l'organisation syndicale accréditée pour cette unité.

Dates de présentation de la demande

(2) La demande ne peut être présentée qu'au cours de la période pendant laquelle il est permis, aux termes de l'article 55, de solliciter l'accréditation à l'égard des fonctionnaires de l'unité de négociation.

<p style="text-align: center;">Royal Canadian Mounted Police Regulations, 1988 SOR/88-361</p> <p>Division Staff Relations Representative Program</p> <p>96. (1) The Force shall have a Division Staff Relations Representative Program to provide for representation of the interests of all members with respect to staff relations matters.</p> <p>(2) The Division Staff Relations Representative Program shall be carried out by the division staff relations representatives of the members of the divisions and zones who elect them.</p> <p>(3) [Repealed, SOR/98-262, s. 6]</p>	<p style="text-align: center;">Règlement de la Gendarmerie royale du Canada (1988) DORS/88-361</p> <p>Programme de représentants divisionnaires des relations fonctionnelles</p> <p>96. (1) La Gendarmerie établit un programme de représentants divisionnaires des relations fonctionnelles qui a pour objet d'assurer la représentation des membres en matière de relations fonctionnelles.</p> <p>(2) Le programme de représentants divisionnaires des relations fonctionnelles est mis en application par les représentants divisionnaires des relations fonctionnelles qu'élisent les membres des divisions et des secteurs.</p> <p>(3) [Abrogé, DORS/98-262, art. 6]</p>
--	---