

**Request for Proposals**  
Social and Economic Impact of First Nations Casinos  
Quantitative Impact Assessment

January 2009



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## 1. Introduction

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The Manitoba Gaming Control Commission (MGCC) is issuing this request for proposals (RFP) as part of its ongoing research program. The purpose of the RFP is to solicit proposals from qualified researchers (“candidates”) to conduct the first phase of an MGCC research initiative into the social and economic impact of First Nations casino gaming in Manitoba. This will involve assembling and rigorously analyzing data on existing economic and statistical indicators of this impact, based on a pre-defined conceptual framework (“project”). The goal of this project is not to develop a cost-benefit bottom line, but rather to develop comparable and accurate profiles of the social and economic impact of each First Nations casino in Manitoba. Because of the complex nature of this research initiative, the successful candidate (“consultant”) will work closely with the MGCC to ensure the highest possible calibre of research.

A second, future phase of this initiative will involve using qualitative research techniques to fill knowledge gaps about the social and economic impact of First Nations casino gaming in the province. This RFP addresses only the first phase of the initiative and candidates are not required to have the expertise necessary to conduct the second phase.

## 2. General Instructions

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### 2.1. Schedule of Events

Event	Date/Time
Issue RFP	Tuesday, January 13, 2009
Submission deadline for candidate questions	Tuesday, January 20, 2009 at 4:00pm
Response to candidate questions	Friday, January 23, 2009
Submission deadline	Friday, February 20, 2009 at 4:00pm

The MGCC anticipates that the contract will be awarded by Friday, March 6, 2009. Project work will begin as soon as possible once the contract is awarded.

### 2.2. Candidate Questions

The MGCC will respond to questions from candidates received by 4:00pm Central Time on Tuesday, January 20, 2009. Candidate questions may be submitted by courier, fax or email to:

Kristianne Dechant, Research Leader  
Manitoba Gaming Control Commission  
200 – 215 Garry Street  
Winnipeg, MB R3C 3P3  
Fax: 204-954-9450  
Email: [kdechant@mgcc.mb.ca](mailto:kdechant@mgcc.mb.ca)

The MGCC will not address candidate questions over the telephone.

The MGCC will respond to all candidate questions in writing by Friday, January 23, 2009. Any candidates who wish to receive all questions and the corresponding responses must formally

request to receive this information. Requests, which must include contact information, may be submitted by fax or email.

### **2.3. Proposal Submission**

Candidates must submit two (2) copies of their proposals by courier or one (1) copy by email to:

Kristianne Dechant, Research Leader  
Manitoba Gaming Control Commission  
200 – 215 Garry Street  
Winnipeg, MB R3C 3P3  
Fax: 204-954-9450  
Email: kdechant@mgcc.mb.ca

by 4:00pm Central Time on Friday, February 20, 2009 ("submission deadline").

Information on pricing and costs must not be included with the rest of the proposal. This information must be sealed in a separate envelope labelled "Compensation". If the rest of the proposal is submitted by courier, only one (1) compensation envelope is required. If the rest of the proposal is submitted by email, one (1) corresponding compensation envelope must follow by courier no later than 24 hours after the submission deadline. Information on pricing and costs must not be sent by email. Compensation envelopes will be opened and reviewed after all proposals are evaluated.

## **3. Conditions**

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A candidate must clearly understand, and by submitting a proposal agree, that its proposal and any part of its proposal is subject to the following conditions, in addition to any other terms and conditions set out in this RFP:

### **3.1. Right of Rejection**

The submission of a proposal, the receipt of a proposal by the MGCC and the opening of a proposal, or any one of those, does not constitute acceptance, in any way whatsoever, of a proposal.

A proposal is not and must not be deemed in any way to be a unilateral contract. It is an offer by the candidate to the MGCC to perform the services being requested by the MGCC. A proposal may be accepted or rejected by the MGCC in its entire discretion.

The MGCC, in its discretion, may reject or accept all or any part of a proposal or any of the proposals submitted in response to this RFP. The MGCC is under no obligation whatsoever to accept the proposal with the lowest cost or any proposal.

### **3.2. Disqualification**

A proposal received after the submission deadline will not be considered.

The MGCC may refuse to consider any proposal from a candidate where the MGCC determines, in its discretion, that a potential conflict of interest exists or may arise in connection with this project.

The MGCC may refuse to consider any proposal that is in any way conditional or that proposes to impose conditions on the MGCC that are inconsistent with the requirements of this RFP and the terms and conditions stipulated herein.

### **3.3. Right to Modify or Cancel RFP**

The MGCC reserves the right to extend the submission deadline or to otherwise modify the terms of this RFP at any time prior to the submission deadline, or to cancel this RFP at any time, at its sole discretion with no liability whatsoever to any candidate.

### **3.4. Right to Reissue RFP**

The MGCC reserves the right to reissue the RFP where, in the MGCC's opinion, none of the proposals submitted in response to the RFP warrant acceptance or where it would be in the best interests of the MGCC to do so.

### **3.5. Cost of Proposal**

Costs incurred in the preparation, presentation and submission of a proposal, including any subsequent interviews or consultations required by the MGCC, must be borne entirely by the candidate.

### **3.6. Subcontractors and Third Parties**

The use of subcontractors and third parties is acceptable, providing the subcontractors and third parties report directly to the candidate and the candidate agrees to be held responsible for the actions and performance of these subcontractors, third parties and their employees.

Subcontractors and third parties, if to be used, must be identified in the proposal and, should the proposal ultimately be accepted and a contract awarded, cannot be changed without written approval of the MGCC.

### **3.7. Period of Validity**

Proposals are irrevocable after the submission deadline and open for acceptance for 90 days after the submission deadline.

### **3.8. Amendment or Withdrawal of Proposal**

A candidate may amend its proposal submitted in response to this RFP prior to the submission deadline by submitting an amendment clearly identifying the change or by submitting a new proposal that clearly indicates that it is to replace the proposal previously submitted by the candidate.

The MGCC will not consider amendments submitted after the submission deadline.

A candidate may withdraw a proposal submitted in response to this RFP by submitting a request in writing to the MGCC at any time prior to, but not after, the submission deadline.

All amendments or requests to withdraw a submitted proposal must be submitted in writing to the MGCC at the address set out in section 2.3 of this RFP. All such amendments or requests must be submitted on the candidate's letterhead and be signed by the candidate or an authorized representative of the candidate.

### **3.9. Decisions of Evaluation Committee**

All decisions on the degree to which a proposal meets the stated criteria or the score assigned to a candidate or part of a proposal will be determined solely by the evaluation committee. The evaluation committee's determinations in this regard are final and may not be appealed by a candidate.

### **3.10. Withdrawal of Acceptance**

The MGCC retains the right to terminate contract negotiations with a candidate, with no liability, and to commence negotiations with a new candidate. Costs incurred by the candidate during the negotiations in such instances will be borne by the candidate.

### **3.11. Confidentiality of Proposals**

Subject to the provisions of The Freedom of Information and Protection of Privacy Act (Manitoba), all proposals received by the MGCC in response to this RFP will be treated as confidential, and the MGCC undertakes to exercise due regard in maintaining this confidentiality. All proposals received by the MGCC in response to this RFP will be held and maintained by the MGCC.

## **4. Contract Clauses**

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By submitting a proposal, the candidate agrees that the following contract clauses will form part of any contract entered into between the MGCC and the consultant.

### **4.1. Ownership**

All information, documents and materials, including (without limitation) all data, research, reports, drawings, designs, plans, photographs and other materials, discovered or produced by the consultant, or any officers, employees or agents of the consultant, in the performance of, or incidental to the performance of, this agreement, and all intellectual property rights therein (including, without limitation, all copyright, patent and trademark rights), are the property of the MGCC, and must be delivered without cost to the MGCC upon request.

The consultant hereby waives all the consultant's moral rights under The Copyright Act (Canada) in the information, documents and materials described in this subsection in favour of the MGCC, and agrees to execute any additional documents, in a form satisfactory to the MGCC, which may be required to evidence this waiver. The consultant further agrees to obtain from each of its officers, employees and agents written waivers, in a form satisfactory to the MGCC, of all their moral rights in such information, documents and materials in favour of the MGCC.

While this agreement is in effect, and at all times thereafter, the consultant, and any officers, employees or agents of the consultant, must not use, publish or disclose any information, documents and materials, including (without limitation) all data, research, reports, drawings, designs, plans, photographs and other materials, discovered or produced by the consultant, or the officers, employees or agents of the consultant, in the performance of, or incidental to the performance of, this agreement without first obtaining written permission from the MGCC.

## **4.2. Confidential Information**

While the agreement is in effect, and at all times thereafter, the consultant and any officers, employees or agents of the consultant:

- (a) must treat as confidential all information, documents and materials, including (without limitation) all data, research, reports, drawings, designs, plans, photographs and other materials, acquired or to which access has been given in the course of, or incidental to, the provision or delivery of the services or terms of the agreement;
- (b) must not, without first obtaining written permission from the MGCC,
  - (i) use, or permit use of, the information, documents and materials described in clause (a) except for the proper performance of the consultant's obligations under the agreement, or
  - (ii) disclose, or permit disclosure of, the information, documents and materials described in clause (a) to any person, corporation or organization; and
- (c) must comply with any rules or directions made or given by the MGCC with respect to safeguarding or ensuring the confidentiality of the information, documents and materials described in clause (a).

## **4.3. Protection of Personal Information**

The consultant must ensure that all research results, papers, reports, publications and presentations relating to the project contain only aggregate, anonymized information and do not contain any Personal Information, Personal Health Information or other information which could (by itself or when combined with other information) reasonably be expected to identify any individual.

Before starting the project, the consultant must obtain from all individuals who have agreed to participate in the project the individual's consent in a form acceptable to the MGCC.

## **4.4. News Releases and Advertising**

News releases are not permitted regarding the awarding of, or terms and conditions of, any agreement without prior written approval of the MGCC.

The consultant must not make use of the MGCC's name or logo for any purpose without prior written approval of the MGCC.

#### **4.5. Liability**

The MGCC is not liable for any injury to the consultant, or to any officers, employees or agents of the consultant, or for any damage to or loss of property of the consultant, or of the officers, employees or agents of the consultant, caused by or in any way related to the provision or delivery of the services or the terms of the agreement.

This subsection does not apply if the injury, damage or loss was caused by the wrongful or negligent act of an officer or employee of the MGCC while acting within the scope of his or her employment.

#### **4.6. Indemnity**

The consultant must use due care in the performance of the obligations under the agreement to ensure that no person is injured, no property is damaged or lost and no rights are infringed.

The consultant is solely responsible for

- (a) any injury to persons (including death), damage or loss to property or infringement of rights caused by, or related to, the performance of the services or any term of the agreement, or the breach of any term or condition of the agreement by the consultant, or the officers, employees, subcontractors or agents of the consultant, and
- (b) any omission or wrongful or negligent act of the consultant, or of the officers, employees, subcontractors or agents of the consultant;

and must save harmless and indemnify the MGCC and its respective officers, employees and agents from and against all claims, liabilities and demands with respect to clauses (a) and (b).

The consultant is responsible for re-procurement costs in the event that the MGCC terminates this contract for cause. For the purposes of this subsection, “re-procurement costs” means all reasonable costs incurred by the MGCC to re-procure the services from another supplier, or using the MGCC resources, including, without limitation:

- (a) administrative costs of selecting another supplier or re-tendering to acquire the services, if applicable; and
- (b) any increase in price payable by the MGCC for alternative services having equivalent functionality, performance and quality to the services which were to be provided by the consultant, collectively up to the total amount paid by the MGCC to the consultant pursuant to this agreement.

#### **4.7. Insurance**

The cost of obtaining any required insurance must be borne by the consultant. Required insurance must be underwritten by insurers acceptable to the MGCC.

The consultant agrees to obtain, maintain throughout the term of the agreement, and provide evidence to the MGCC of:

- (a) Commercial General Liability Insurance covering claims for injury, death or damage to property arising out of the consultant or its officers, employees or agents providing

services under the agreement, or as a result of any negligent acts or omissions of the consultant or its officers, employees or agents. Such insurance must provide coverage of not less than two million dollars (\$2,000,000.00) per occurrence; and

- (b) Errors and omissions liability insurance covering errors, omissions or negligent provision of services under the agreement by the consultant or its officers, employees or agents. Such insurance must provide coverage of not less than one million dollars (\$1,000,000.00) per occurrence.

By setting the foregoing minimum coverage, the MGCC does not represent that such amount is adequate to cover all possible claims or losses of this kind and expressly disclaims such a representation. The consultant acknowledges that it is solely responsible for determining the adequacy of its insurance coverage.

Without limiting or restricting the generality of this subsection, such insurance must:

- (a) name the MGCC and its respective officers, employees and agents as additional insureds with respect to the services provided under the agreement;
- (b) be maintained for not less than twelve (12) months after completion of the services if the insurance policy is written on a claims-made basis; and
- (c) require the insurer to give the MGCC at least thirty (30) days prior written notice if it intends to cancel or significantly reduce the coverage under the policy.

The consultant must provide a certificate of insurance evidencing the above noted coverage prior to commencing to provide the services.

#### **4.8. Workers Compensation**

The consultant must be registered with the Workers Compensation Board of Manitoba, must provide and maintain in good standing workers compensation coverage throughout the term of the agreement, and must provide the MGCC with evidence thereof upon request.

#### **4.9. Pricing and Invoices**

All pricing must be in Canadian funds. A detailed cost breakdown must be provided with Manitoba provincial sales tax (if applicable) shown separately; the MGCC is GST-exempt (R107863847).

The consultant must specify invoice terms and any applicable discounts for early payment.

If The Income Tax Act (Canada) requires the withholding of a percentage of any amounts pursuant to any resulting agreement, and remission of such percentage to Revenue Canada, the MGCC will be entitled to so withhold and remit.

#### **4.10. Independent Contractor Relationship**

This agreement does not create an employer-employee, principal-agent or a partnership relationship between the consultant and the MGCC.

The consultant is solely responsible for all matters relating to the statutory deductions of all taxes, employment insurance and Canada Pension and all licences and permits which may be or become required to perform the requirements of this agreement.

The consultant is solely responsible for all matters relating to leave, remuneration, Workers' Compensation, insurance premiums and discipline.

#### **4.11. Termination**

The MGCC may, in its discretion, immediately terminate the agreement in writing if:

- (a) the consultant fails to properly fulfill, perform, satisfy and carry out each and every one of its obligations under the agreement; or
- (b) the consultant fails or refuses to comply with a verbal or written request or direction from the MGCC within thirty (30) days of receiving the request or direction; or
- (c) the consultant becomes bankrupt or insolvent or liquidates; or
- (d) there is a breach of any provision of the agreement.

The MGCC may, in its discretion, terminate the agreement at any time by giving at least ninety (90) days written notice to the consultant prior to the intended termination date.

Upon the expiry or earlier termination of the agreement, the consultant must cease to provide or deliver any further services. The MGCC is under no obligation to the consultant other than to pay, upon receipt of an invoice and supporting documentation satisfactory to the MGCC such compensation as the consultant may be entitled to receive under the agreement completed to the satisfaction of the MGCC up to the effective date of termination.

#### **4.12. Respect of Legislation**

The consultant must comply with all legislation governing their sector of activity and those of their sub-contractors, including the current municipal, provincial, federal and international laws governing regulations and licensing requirements, and those likely to be modified or enacted during execution of the agreement.

#### **4.13. Governing Law**

The laws of the Province of Manitoba govern the agreement and the Courts of Manitoba will have sole and exclusive jurisdiction over any dispute or lawsuit.

#### **4.14. Time is of the Essence**

Time is of the essence.

## **5. Proposal Requirements**

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The MGCC expects that proposals will reflect the uniqueness and strengths of the respective candidates. Although the MGCC anticipates that proposals therefore will differ in format and content, all proposals must address the requirements set out in this section.

### **5.1. Executive Summary**

The candidate must provide an executive summary of the proposal. The executive summary should highlight aspects of the proposal that, in the candidate's opinion, make it superior or best suited to address the MGCC's requirements.

### **5.2. Candidate Profile**

The candidate must supply a brief history of any comparable projects previously undertaken by the candidate. The candidate will describe its relevant and recent experience and expertise and will support that description by providing a minimum of four (4) examples of previous engagements for services similar to those requested by this RFP. The examples must include:

- (a) the name of the client organization;
- (b) the nature of the services provided;
- (c) a list of the personnel who were active participants in delivering the services, a description of the role they played and their proposed involvement in the performance of the services being requested by the MGCC; and
- (d) whether the services were completed on schedule.

For a minimum of two (2) of the listed engagements, the candidate must provide the name and telephone number of a senior member of the client organization who can be contacted as a reference.

### **5.3. Project Organization and Staffing**

The candidate must provide a complete description of the project team and the candidate personnel to be assigned to the project, and an explanation of their respective roles and responsibilities. The candidate's personnel must be identified by name and title, with a description of their individual assignments and their relevant work experience. The project team must include personnel with appropriate experience and expertise to assemble and rigorously analyze existing economic and statistical data, and to provide economic estimates in some cases.

The candidate's expectations regarding resource requirements from the MGCC (including the position and the number of person days) during the project must be clearly stated.

The candidate must supply a list of partnerships, subcontractors and alliances relevant to the proposal, if any.

## **5.4. Understanding of Scope and Objectives**

The candidate must describe its understanding of the scope and objectives of the project and how it intends to perform the requested services. Proposals must include a brief research plan, including timelines for completion of data assembly and analysis.

The purpose of this research is to assemble and rigorously analyze data on the economic and statistical indicators presented in the conceptual framework for Phase I of this initiative (Appendix A). The conceptual framework was developed by the MGCC, based on the impact themes of *The Socio-Economic Impact of Gambling (SEIG) Framework* (2008). Appendix B provides additional background information.

The consultant will document this information for the areas surrounding the Aseneskak Casino and the South Beach Casino for 2001 and 2006, to coincide with Canadian census data years. The consultant will also document variables for the Brandon area for 2006, as a benchmark for measuring the impact of future First Nations casino development. Assembling this information will require mining a mix of existing data from Statistics Canada, Indian and Northern Affairs Canada, and the provincial, municipal and reserve levels, as well as consulting with the First Nations casino operators, MGCC, Manitoba Lotteries Corporation and others. Some of the indicators will not be available for the target years or in the necessary format, and the consultant will provide expert estimates of these indicators. This will not compromise the integrity of the research; the goal of this project is not to develop a cost-benefit bottom line, but rather to develop comparable and accurate profiles of the social and economic impact of each First Nations casino in Manitoba. Some of the indicators may not be applicable in all cases.

The final report for this project must provide a full description of the processes used to assemble the required data and an analysis of the resulting quantitative data. Proposals must describe the consultant's plan for data analysis and for presenting the data in the final report. The final report must be submitted to the MGCC in both paper and electronic form.

## **5.5. Pricing and Costs**

The objective of this subsection is to help MGCC clearly understand how much the candidate's proposal will cost and the various components of the cost. Proposals must include a total fixed cost for the entire project as well as a breakdown of proposed fees and expenses and a proposed payment schedule. If applicable, the proposal may include options that allow the flexibility to modify the research plan based on the project budget.

Any assumptions made in responding to the pricing requirements must be clearly identified. If no assumptions are stated, the pricing proposed by the candidate will be deemed to be without any assumptions or conditions attached to that pricing. It should be noted that all travel expenses and other expenses that may be required must be financed from within the total fixed cost for the project. Candidates' policies in relation to expense reimbursement and escalation provisions for fees and expenses must be clearly stated in their proposals.

All pricing must be in Canadian funds. A detailed cost breakdown must be provided, with Manitoba provincial sales tax (if applicable) shown separately. The MGCC is GST-exempt (R107863847).

All prices and costs must be guaranteed by the candidate for the ninety (90) days following the submission deadline and cannot be negotiated in the event the candidate is advised MGCC desires to enter into contractual negotiations to implement the candidate's research plan.

Information on pricing and costs is not to be included with the rest of the proposal. This information must be sealed in a separate envelope labelled "Compensation". Compensation envelopes will be opened and reviewed after all proposals are evaluated.

## **6. Evaluation of Proposals**

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### **6.1. Evaluation Committee**

Proposal evaluation and selection will be conducted by an evaluation committee comprised of select staff from MGCC and external resources where deemed appropriate by MGCC. All decisions on the degree to which a given proposals meets the evaluation criteria are entirely within the purview and judgment of MGCC.

### **6.2. Evaluation Process**

The proposal evaluation process is a selection procedure. It will be finalized through completion of the following steps:

- (a) candidates to submit proposals to MGCC in response to this RFP;
- (b) review and evaluation of proposals by the evaluation committee in accordance with the criteria identified in subsection 6.3; and
- (c) decision by MGCC to accept or not to accept a proposal or part of a proposal.

### **6.3. Evaluation Review**

Proposals must first meet the mandatory requirements in order to proceed in the evaluation process. The following are required:

- (a) Executive summary;
- (b) Organizational profile;
- (c) Description of project organization and staffing;
- (d) Description of understanding of project scope and objectives; and
- (e) Detailed cost breakdown.

Those proposals meeting the mandatory requirements will be evaluated and ranked in accordance with the following criteria and corresponding values:

- (a) demonstrated understanding of the nature and intent of the project (25);
- (b) proposed data assembly and analysis methods (20);

- (c) expertise, skills and resources to meet project objectives (20);
- (d) demonstrated team strengths for analysis of economic and social indicators (10);
- (e) experience in successfully completing similar projects (20); and
- (f) reasonable timeframe for completion of the project (5).

As part of the evaluation of proposals, the MGCC may request interviews or consultations with the candidates. Candidates should clearly indicate the contact information for an individual(s) who will be available to answer questions about the proposal.

Once the proposals have been ranked, the compensation envelopes will be opened. MGCC reserve the right to reject proposals where the cost exceeds the maximum budget for the project. The price per point will then be calculated by the following formula (total cost ÷ evaluation points = price per point). If a decision to award the contract is made, it will not necessarily be to the candidate with lowest price per point.

#### **6.4. Acceptance of Proposal**

If MGCC decides to proceed after completing the evaluation, it will advise the candidate who submitted the proposal that is the best overall proposal when evaluated in accordance with the criteria identified in subsection 6.3 and enter into contractual negotiations with that candidate.

Should MGCC decide not to proceed to negotiate with any candidate, all candidates will be given written notice of such decision.

The acceptance of a proposal is subject to a formal written agreement being entered into among MGCC and the candidate whose proposal is judged, in the opinion of MGCC, to be in the best interests of MGCC. In the event that an agreement cannot be concluded within a reasonable period of time (as reasonably determined by MGCC), MGCC may cancel the negotiations and reserves the right to enter into negotiations with the candidate whose proposal was the second best overall proposal when evaluated in accordance with the criteria identified in subsection 6.3.

## Appendix A: Phase I Conceptual Framework

The following is a list of quantitative variables and their proxy indicators, listed by theme in keeping with *The Socio-Economic Impact of Gambling (SEIG) Framework* (2008). The complete SEIG Framework report is available at [www.mgcc.mb.ca/research\\_seig.html](http://www.mgcc.mb.ca/research_seig.html).

### Impact Theme One: Health and Wellbeing

None of the variables for this SEIG theme are within the scope of this quantitative impact assessment. Very little quantitative impact data is available for this theme and so the MGCC will explore this theme in the second phase of this initiative, which will involve using qualitative research techniques to learn more about the health and wellbeing variables.

### Impact Theme Two: Economic and Financial

Variable	Indicator
Casino finances	<p>Producer surplus: casino gross and net revenues</p> <p>Annual and one-time taxes and other disbursements paid by casino (e.g., property taxes, municipal services, percentage of revenues, etc.), or information on services development agreement grants in lieu of taxes</p> <p>Annual fees paid to Manitoba Lotteries Corporation</p> <p>Costs of casino land purchase or lease</p> <p>Casino goods and services purchased, value of goods and services purchased, and number of locally-based suppliers</p>
Regional economy	<p>Number of annual new business starts</p> <p>Revenues by industries closely linked to casino development and operation: leisure, hotel, restaurant, security, construction, transportation</p> <p>Average commercial and residential property values</p> <p>Percentage of residents who are homeowners, who are renters, and who live in band housing</p>
Public sector	<p>Government revenue from casino, including incremental tax revenues (PST, corporate income tax)</p> <p>Regulatory costs related to casino development and operation</p> <p>Government expenditures allocated for problem gambling treatment, education and prevention</p> <p>Public infrastructure costs related to casino</p> <p>Cost for government of any direct or indirect subsidies to the casino</p>

**Impact Theme Two: Economic and Financial (continued)**

<b>Variable</b>	<b>Indicator</b>
Personal gambling expenditures	Gambling expenditures and expenditure patterns per capita and as a percentage of household income
Bankruptcy	Personal and commercial bankruptcy rates

**Impact Theme Three: Employment and Education**

<b>Variable</b>	<b>Indicator</b>
Job creation	<p>Direct casino employment:</p> <ul style="list-style-type: none"> <li>- number of casino employees: part-time and full-time, permanent and temporary</li> <li>- annual and hourly wages or salary ranges of employees</li> <li>- number of employees receiving benefits</li> <li>- number of positions held by local residents</li> <li>- number of Aboriginal employees</li> </ul> <p>Training costs for casino staff</p> <p>Indirect employment related to casino development:</p> <ul style="list-style-type: none"> <li>- number of employees of sectors that benefit directly or indirectly from casino</li> </ul>
Regional employment levels	<p>Regional unemployment rates and workforce participation rates</p> <p>Average annual gross income of people reporting income</p> <p>Leading employers in the region and their numbers of employees</p> <p>Number of people employed in primary, secondary and tertiary industries</p>
Regional education levels	Highest level of schooling for the adult population
Regional social assistance levels	Number of recipients of social assistance and Employment Insurance benefits

## Impact Theme Four: Recreation and Tourism

Variable	Indicator
Casino tourism	<p>Average number of casino visits per year from local market, within the province and out-of-province</p> <p>Average spend per casino visit for local players, in-province players and out-of-province players</p> <p>Percentage of annual casino gross revenue from local market, in-province tourism and out-of-province tourism</p> <p>Number of bus tours to casino per year and average number of players per tour</p> <p>Local hotel occupancy rates</p>
Other gaming activities	<p>Annual charitable gaming for towns and First Nations surrounding the casino:</p> <ul style="list-style-type: none"> <li>- number of licences</li> <li>- number of events</li> <li>- gross revenue of events</li> <li>- prizes paid and total expenses</li> <li>- net profits</li> </ul> <p>Annual VLT and lottery for towns and First nations surrounding the casino:</p> <ul style="list-style-type: none"> <li>- number of VLT sites</li> <li>- number of VLTs</li> <li>- VLT revenue and siteholder commissions</li> <li>- number of lottery terminals</li> <li>- lottery revenue and siteholder commissions</li> </ul>
Other recreational activities	Revenue of other kinds of entertainment and recreation available in the region

## Impact Theme Five: Legal and Justice

Variable	Indicator
Regional crime rates	<p>Number of crimes investigated by the police, by type of crime:</p> <ul style="list-style-type: none"> <li>- homicide</li> <li>- assault</li> <li>- robbery</li> <li>- theft: over \$5,000, under \$5,000, motor vehicle</li> <li>- break and enter</li> <li>- fraud: cheque, credit card, other</li> <li>- driving under the influence</li> <li>- counterfeiting</li> </ul> <p>Number of policing staff, part-time and full-time</p>
Casino crime	Number of offences investigated by casino security, by type

## Impact Theme Six: Culture

Variable	Indicator
Regional population	Population: on reserve, off-reserve registered, in adjacent towns Average age of the population and number of adults 18+ Basic statistics for any casino consortium members not in the immediate casino region: <ul style="list-style-type: none"><li>- average age of the population</li><li>- average annual gross income of people reporting income</li><li>- unemployment rates and workforce participation rates</li><li>- revenue from casino</li></ul>
Community transfers from casino	Total casino revenue and percentage of casino revenue used to fund community revitalization projects and/or charity projects

## **Appendix B: Project Background**

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This project stems from the MGCC's commitment to ensuring that accurate measures of the social and economic impact of First Nations casinos are available to inform policy. As part of this commitment, the MGCC has a research objective of assessing the impact attributable to the construction and operation of the Aseneskak and South Beach casinos, as well as of laying the groundwork to measure the impact of any future First Nations casino development in the Brandon region.

The MGCC initiated this research in 2001 by profiling social and economic benchmarks for the Opaskwayak Cree Nation and the Brokenhead Ojibway Nation, the First Nations on which Aseneskak Casino and South Beach Casino are respectively located. A profile was also developed for the Nisichawayasihk Cree Nation; a proposal from this First Nation was recommended for implementation as part of the First Nations Casino Project, although the First Nation did not proceed with the construction of a casino. The socio-economic profiles summarized information for each community from the 1996 Canada Census; from municipal, provincial and First Nations data sources; and from Manitoba Lotteries Corporation (MLC) and MGCC.

The MGCC originally intended to conduct follow-up research to these benchmarked profiles in 2005; however, in 2004, the MGCC partnered with a national consortium of gambling researchers, regulators and treatment providers to oversee the development of a framework for addressing the question of gambling's impact. It became clear early on in this project that comprehensively measuring the positive and negative impact of legalized gambling is a complex and contentious undertaking that has raised more research questions than it has answered. As such the MGCC opted to wait until this project had resolved some of these questions before continuing with research to assess the social and economic impact of First Nations casinos.

In February 2008, the MGCC and its consortium partners released *The Socio-Economic Impact of Gambling (SEIG) Framework* (2008). The SEIG Framework is designed to guide researchers and policy makers in measuring and reporting on the social and economic costs and benefits of gambling in Canada. It provides a map for measuring and reporting on the quantitative (statistical), qualitative (perceptual) and monetary (losses and gains) impact of gambling across six impact themes: health and wellbeing, economic and financial, employment and education, recreation and tourism, legal and judicial, and cultural. Impact can be positive and negative and can be evaluated at the individual, household or family, community, regional and provincial levels.

The impact themes and variables in the SEIG Framework were selected based on an extensive review of the research literature and on input from an expert panel of economists, epidemiologists and other gambling researchers from around the world. The literature and experts agree that many of the different types of variables cannot be meaningfully or accurately compared in monetary terms. Accordingly, the SEIG Framework is not intended to provide a cost-benefit bottom line, but rather to enable researchers and policy makers to conduct thorough and accurate impact studies by profiling all key variables.

## **Planning for Qualitative Impact Assessment**

Although assembling economic and statistical indicators from existing datasets is a very strong start to this phase of the MGCC's research on the social and economic impact of First Nations casinos, this research also requires some new data collection. Scant information is available on many of the qualitative impact variables; impact data is particularly lacking for the health and wellbeing and cultural themes.

Qualitative data, which is sometimes called perceptual data, is often more costly to collect than quantitative data. Data collection is complicated, as it usually involves the use of interviews, focus groups and stakeholder consultations, the results of which are difficult to generalize to the communities in question. This research requires collaboration with researchers who commonly work with First Nations communities, in order to ask culturally-appropriate research questions and to build the necessary trust to ask sensitive research questions.

The MGCC is currently exploring options for collecting some of this data and thus being able to piece together more of the SEIG puzzle for First Nations casino gaming in Manitoba. This may include collaborating with researchers from the University of Manitoba's Centre for Aboriginal Health Research, and/or hiring a summer research assistant from the Department of Native Studies to collect qualitative data.