Journal of

# ABORIGINAL ECONOMIC DEVELOPMENT

Volume 2, Number 2



# Journal of Aboriginal Economic Development

VOLUME 2, NUMBER 2

A SPECIAL ISSUE ON GAMING

(AND)

**Captus Press** 

The Journal of Aboriginal Economic Development Volume 2, Number 2 (Winter 2002)

Copyright © 2002 by CANDO (Council for the Advancement of Native Development Officers) and Captus Press Inc.

All rights reserved. No part of this book may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without prior written permission of the copyright holders.

Journal of Aboriginal Economic Development (Print ed.) ISSN 1481-9112 Journal of Aboriginal Economic Development (Online ed.) ISSN 1481-9120

Cover layout and design by Dwayne Martineau

#### Subscription†

Individual One-Year Subscription\$60.00 (US\$60.00)Libraries One-Year Subscription\$90.00 (US\$90.00)One-Year On-line Internet Subscription\$39.00 (US\$39.00)Single issue\$35.00 (US\$35.00)

† 15% discount on a 2-year subscription or renewal; 20% discount to CANDO members
Both offers can be used in conjunction.

Prices include shipping and handling (third-class mail).

Other methods of shipping are available upon request.

Contact Captus Press Inc. for cost and details.

For orders outside Canada, please apply US\$ prices.

Prices are subject to change without notice.

To subscribe or receive further information on CANDO Visit the CANDO website at www.edo.ca or you can contact them by mail CANDO, 200, 10404-66 Avenue Edmonton, Alberta T6H 5R6 Telephone: (780) 990-0303 Fax: (780) 429-7487 Email: cando@ccinet.ab.ca

Or, for a secure web to order your subscription and learn about other Captus Press publications on Aboriginal Economic Development

Visit the Captus Press Inc. website at www.captus.com or contact Captus by mail

Captus Press Inc., York University Campus, 4700 Keele Street, North York, ON M3J 1P3

Telephone: (416) 736-5537

Fax: (416) 736-5793

Email: Sales@captus.com

The Journal of Aboriginal Economic Development is the first journal devoted exclusively to issues and practices in the field of economic development and Aboriginal peoples' communities. The journal, published jointly by Captus Press and CANDO (Council for the Advancement of Native Development Officers), offers articles that are of interest to those who teach and those who work as officers in the field.

CANDO and Captus Press would like to acknowledge the financial support of Human Resources Development Canada

#### EDITORIAL BOARD

ROBERT BRENT ANDERSON
Associate Professor
Faculty of Administration, University of Regina

YALE D. BELANGER
Department of Native Studies, Trent University, Peterborough, Ontario

CINDY BERTOLIN
Executive Director
Council for the Advancement of Native Development Officers

SIMON BRASCOUPE
Instructor, Department of Native Studies, Trent University

TRACEY LINDBERG

Assistant Professor and Director, Indigenous Education and Native Studies

Athabasca University, Athabasca, Alberta

DAVID NEWHOUSE
Associate Professor, Department of Native Studies/Administrative Studies Program
Trent University, Peterborough, Ontario

FRANK TOUGH
Professor and Director, School of Native Studies, University of Alberta,
Edmonton, Alberta

WARREN I. WEIR
Coordinator, Graduate Aboriginal Business Education Programs
and Assistant Professor, Management and Marketing, College of Commerce,
University of Saskatchewan, Saskatchewan

FRED WIEN
Professor, Maritime School of Social Work
Dalhousie University, Halifax, Nova Scotia

WANDA WUTTUNEE
Associate Professor, Aboriginal Business Program Co-ordinator
Department of Native Studies, University of Manitoba, Winnipeg, Manitoba

#### **EDITORIAL ASSISTANTS**

KEVIN FITZMAURICE
Department of Native Studies, Trent University

ANNA CLASSEN
Council for the Advancement of Native Development Officers

JASON GARIEPY
Council for the Advancement of Native Development Officers

## Table of Contents

VOLUME 2, ISSUE 2 WINTER 200	)2
	ix
Editors' Comments	хi
Best Practices Learning from Experience	
Who Are We? Reflections on Healthy Communities and Economies WANDA WUTTUNEE	3
CANDO Aboriginal Economic Development Recognition Awards WANDA WUTTUNEE AND WARREN WEIR	5
ECONOMIC DEVELOPER OF THE YEAR AWARD — September 28, 2000 Speech to the CANDO National Economic Development Conference, Yellowknife, N.W.T.  CHIEF CLARENCE LOUIE	13
Rama Five Years Later: A Discussion on the Advantages and Pitfalls of Aboriginal Gaming in Ontario — An Interview with Casino-Rama Director of First Nations Affairs, Kevin Wassegijig YALE D. BELANGER	18
Lessons from Research	
The Morality of Aboriginal Gaming: A Concept in the Process of Definition YALE D. BELANGER	25
An Overview of the Gambling Provisions in Canadian Criminal Law and First Nations Gambling	
HAL PRUDEN	37
First Nations Gambling Policy in Canada ROBIN KELLEY	41
Gambling On Casinos ALISON DUBOIS, JOHN LOXLEY AND WANDA A. WUTTUNEE	56

Casino as Cash Cow A Cautionary Tale?  MARGO LITTLE	68
Gaming and IGRA: A Tool for Self-determination or Elimination PAULA SHERMAN	77
Aboriginal Gaming in Canada: A Literature Review and Suggestions for Research YALE D. BELANGER	87
Reviews of Current Books and Literature	
Book Review of Jim Silver, Solutions that Work: Fighting Poverty in Winnipeg  ERIC SHRAGGE	99
Book Review of Alan Cairns, Citizen's Plus: Aboriginal Peoples and the Canadian Nation State and Thomas Flanagan, First Nations? Second Thoughts	
YALE D. BELANGER	104
The Royal Commission on Aboriginal Peoples	
Renewing the Relationship A Perspective on the Impact of the Royal Commission on Aboriginal Peoples  MARLENE BRANT CASTELLANO	111

### The Artist

Our grandfathers passed down the values to us to have strength and to care for ourselves and our extended families. Even in today's contemporary society we must extend those values and belief systems into new contemporary methods of sustainability.

> — Duane Linklater, University of Alberta Fine Arts Student

Duane Linklater is Mushkekowak Eninowak (Swampy Cree) from James Bay, Moose Factory, Ontario and is currently residing in the Edmonton area. He attends the University of Alberta completing a degree in Native Studies and Fine Arts. He has shown work in the Edmonton area in various venues since he moved there and continues to work at his paintings for future shows and galleries. This painting entitled "Honor Song: Kohkom'pan" is an expression of the values that the grandmothers hand down to us and the culture that they embody in their own artistic expressions, such as storytelling and beadwork. Duane can be reached via e-mail at duanel@ualberta.ca.

#### Editors' Comments

The issue of gaming within aboriginal communities is a highly contentious issue, sparking debate that encompasses issues from all of the four directions. Gaming for some is a gift from Creator expressing a fundamental part of creation. For others, it is a human expression that fulfills very human needs. And for some, it is visible evidence of the devil at play. For most of us, it presents enormous challenges.

offers immense Gaming opportunity for wealth, employment and self-government. The wealth that it brings provides means for advancing the self-government agenda and helping communities to support badly needed school and education systems, cultural and language retention activities, and can serve as a source of capital to pursue other economic activities. Gaming can provide a steady reliable source of funds free of government administrative regulation that gives people and local governments an enhanced sense of control over community destinies. For individuals, it can provide a job and a steady income close to home, perhaps for the first time. For entrepreneurs, it can provide an opportunity for service and product sales.

Yet I am reminded by the Iroquoian story of the twins: the good twin who created all that is beautiful and the evil twin that came behind and put the thorns on the roses, so to speak. Gaming can have deleterious effects on the lives of individuals who divert

XII EDITORS' COMMENTS

scarce resources to it in the hope of a high return. Some commentators call it a tax on the poor. It can seduce people with its promise of instant wealth and happiness. If engaged in with alcohol and drugs, it can have extremely harmful effects on one's individual health and the health of families and communities. Gaming for some can be addictive with all the effects that any addiction carries with it. Gaming can contribute to family and community violence and some argue that it causes an increase the sex and drug trade. Gaming can require increases in support for policing and justice activities, add to the already overburdened health and social service systems. Ameliorating the effects requires the use of some of resources generated by gaming.

In this issue, we present a range of analytic views on gaming. We want to stimulate a reasoned informed discussion about the issue of gaming as a component of an economic development strategy. We hope that communities will debate these issues themselves in an open, democratic, deliberate, inclusive and reasoned manner. Gaming can be a rose with thorns or thorns with a rose.

The Editors