



May 24, 2017

VIA FIRST CLASS MAIL and EMAIL

Robert Palmquist, Esq.
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Re: Review of loan documents for the Ak-Chin Indian Community

Dear Mr. Palmquist:

This letter responds to your request of March 24, 2017, on behalf of the Ak-Chin Indian Community for the National Indian Gaming Commission's Office of the General Counsel to review a loan to the Tribe from Bank of America. Specifically, you have asked for my opinion whether the agreements submitted constitute a management contract requiring the NIGC Chair's approval under the Indian Gaming Regulatory Act and whether this agreement violates IGRA's requirement that a Tribe have the sole proprietary interest in its gaming operation. You also requested a determination whether the Subordination Agreement constitutes a modification to a management contract.

In my review, I considered the following submissions (collectively, "the Loan Documents") which are unexecuted, but were represented to be in substantially final form:

- Credit Agreement with schedules and exhibits, OHS Draft 3/14/2017;
- Unjust Enrichment and Sovereign Immunity Agreement, OHS Draft 3/14/2017;
- Security Agreement, OHS Draft 3/14/2017;
- Deposit Account Control Agreement, OHS Draft 3/14/2017;
- Subordination Agreement, OHS Draft 3/14/2017; and
- Fee Letter from Bank of America Merrill Lynch to Robert Miguel, Chairman of Ak-Chin Indian Community, dated July 11, 2016.

The Loan Documents contain terms similar to other agreements the Office of General Counsel has already reviewed and analyzed. Some of these letters may be found on the NIGC website. Applying the same analysis here, it is my opinion that collectively the Loan Documents are not management contracts and do not require the approval of the NIGC Chairman. It is also my opinion that they do not violate IGRA's sole proprietary interest requirement. Furthermore, the Loan Documents, including the Subordination Agreement, do not affect or modify the

existing, approved management contract between the Ak-Chin Indian Community and Harrah's Arizona Corporation.

It is my understanding that the Loan Documents are represented to be in substantially final form with respect to terms affecting this opinion, and if such terms change in any material way prior to closing or are inconsistent with assumptions made herein, this opinion shall not apply. Further, this opinion is limited to the Loan Documents listed above. This opinion does not include or extend to any other agreements or documents not submitted for review. It is important to mention that this opinion does not extend to the approved management contract, because that document is, by its very nature, a management contract.

Please note that it is my intent that this letter be released to the public through the NIGC's website. If you have any objection to this disclosure, please provide a written statement explaining the grounds for the objection and highlighting the information that you believe should be withheld. If you object on the grounds that the information qualifies as confidential commercial information subject to withholding under Exemption Four of the Freedom of Information Act (FOIA), please be advised that the information was voluntarily submitted and, as such, that any withholding should be analyzed in accordance with the standard set forth in *Critical Mass Energy Project v. NRC*. Any claim of confidentiality should also be supported with "a statement or certification by an officer or authorized representative of the submitter." Please submit any written objection to FOIASubmitterReply@nigc.gov **within thirty (30) days of the date of this letter**. After this time elapses, the letter will be made public and objections will no longer be considered. If you need any additional guidance regarding potential grounds for withholding, please see the United States Department of Justice's Guide to the Freedom of Information Act at <http://www.justice.gov/oip/doj-guide-freedom-information-act-0>.

If you have any questions, please contact NIGC Staff Attorney Suzanne Nunn at (202) 632-7013.

Sincerely,



Michael Hoenig
General Counsel

cc:

Brandon Peters, Treasurer, Ak-Chin Indian Community (via email: BPeters@ak-chin.nsn.us)
Peter A Larson, Esq., Bond Counsel to ACIC (via email: Plarson@lrrc.com)
Michael E. Schrader, Esq., Counsel to Bank of America, N.A. (via email: MSchrader@orrick.com)