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5	NATIONAL INDIAN GAMING COMMISSION
6	CONSULTATION
7	ON JANUARY 29, 2018, BEGINNING AT 1:01 P.M.
8	AT THE ARAPAHO CASINO AND HOTEL
9	IN LAWTON, OKLAHOMA
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13	NIGC STAFF
14	Chairman - Jonodev Chaudhuri
15	Staff Attorney - Heather Nakai
16	Associate Commissioner - Sequoyah Simermeyer
17	Vice Chairman - Kathryn Isom-Clause
18	Chief of Staff - Christinia Thomas
19	Director of Finance - Yvonne Lee
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25	REPORTED BY: MARCY A. KING, CSR, RPR

****PROCEEDINGS****

- 2 CHAIRMAN CHAUDHURI: Okay. We're
- 3 actually going to try to break new ground and get
- 4 started on time today, but before we do, in
- 5 keeping with our traditions, we start off with an
- 6 opening blessing. We are blessed to have Mr. Gary
- 7 Tomahsah from the Comanche Nation here today. He
- 8 will lead us off with a blessing.
- 9 Thank you very much sir.
- 10 (Blessing)
- 11 CHAIRMAN CHAUDHURI: Before we
- 12 move forward with introductions, we always give
- 13 thanks to the nations whose homelands we enter
- 14 into, so many, many thanks to Fort Sill Apache,
- 15 Cheyenne Arapaho, Comanche, Kiowa, all of the
- 16 western tribes of Oklahoma for allowing us into
- 17 your homelands. We are honored and blessed to be
- 18 here. And if I'm missing any specific tribes,
- 19 feel free to conk me over the head.
- 20 My name is Jonodev Chaudhuri, I'm
- 21 Muscogee Creek. I'm very proud to be back in
- 22 Oklahoma. I'm going to turn it over to my fellow
- 23 commissioners to introduce themselves in a bit
- 24 before we get to housekeeping matters. But if
- 25 there's any leadership from any of the host

- 1 nations here that want to make some opening
- 2 remarks you're absolutely welcome to do so.
- 3 So I'll say a little bit more about the
- 4 consultation in a moment but I'm going to turn it
- 5 over to my fellow commissioners at the time.
- 6 There's three of us who are joined by our senior
- 7 leadership of the NGIC and we're very much looking
- 8 forward to a good consultation today.
- 9 MS. ISOM-CLAUSE: Thank you. Good
- 10 afternoon, I'm Kathryn Isom-Clause. I am vice
- 11 chair of the commission and Taos Pueblo. Thank
- 12 you all for joining us and thanks to Fort Sill and
- 13 all of the tribes the chairman has mentioned for
- 14 hosting us in your lands here.
- 15 Tribal consultation is primarily a
- 16 means for us to listen to tribes, not only to
- 17 honor a government-to-government relationship, but
- 18 also recognition of tribes as the primary
- 19 regulators of Indian gaming.
- It is also a time for us to present
- 21 ideas for how we can strengthen our regulatory
- 22 partnerships, provide clarity to our regulations
- 23 and policies and make our day-to-day work more
- 24 efficient.
- 25 This round of consultation sessions

- 1 follows through our previous consultations that
- 2 we've had as this current commission.
- 3 Our topics today are targeted to
- 4 address protecting against gamesmanship on the
- 5 backs of tribes, developing outreach to small and
- 6 rural gaming establishments.
- 7 While we're specifically targeting
- 8 those two especially today, we're also continuing
- 9 to implement our other initiatives including
- 10 supporting a strong work force both through the
- 11 NIGC and among our regulatory partners.
- 12 And a final -- not a initiative, I
- 13 suppose, but a final management objective will be
- 14 reflected in our upcoming strategic plan, that's
- 15 instrumental operational excellence. Our
- 16 strategic plan will be up next month, very soon,
- 17 and it will cover fiscal years 2018 through 2022.
- 18 So look to that to provide a continued stability
- 19 in our policy initiatives and work with the
- 20 commission going forward.
- 21 So we're looking forward to sharing our
- 22 ideas with you today as well as hearing from you
- 23 on these topics as well as any other topics that
- 24 you might wish to address with us today.
- 25 Thank you again for making time and I

- 1 will turn it back to my fellow commissioners.
- 2 MR. SIMERMEYER: Thank you.
- 3 Good afternoon. I'm Sequoyah
- 4 Simermeyer. I'm a Coharie Tribe of North Carolina
- 5 and I'm the third member of the National Indian
- 6 Gaming Commission.
- 7 I want to join my colleague in saying
- 8 thank you to Indian country for having us here
- 9 today and for engaging in this discussion.
- 10 As part of this consultation series,
- 11 it's always a good reminder for me to think about
- 12 the objectives, and for me one of those objectives
- is to follow the intent of Indian gaming
- 14 regulatory acts.
- As we all know, the watershed laws
- 16 shape our regulatory framework and led to the over
- 17 \$30 million industry that we have here so that's
- 18 an important objective on how I look at the world
- 19 today.
- 20 Another objective for me is to look at
- 21 the -- just to rely on the expertise that exists
- 22 in Indian country along with our fellow regulators
- 23 as well as the institutional knowledge within our
- 24 agency for making informed and defensible
- 25 decisions.

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1 And the third objective for me is to be
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- 2 diplomatic in how the commission approaches the
- 3 work that it does. I think that that includes
- 4 engaging in discussions like this and being aware
- 5 of the intergovernmental relationships that tribes
- 6 have established in order to execute their vision
- 7 for their communities.
- 8 So in all of this work that we're doing
- 9 I think for this consultation series, I think that
- 10 I share with my colleagues and the commission an
- 11 appreciation for the work that we can achieve in
- 12 consultation. It not only makes for better
- 13 governance at the federal level in terms of our
- 14 decision-making, it not only helps to bring
- 15 together federal participants who need to be part
- 16 of these conversations, but importantly I think it
- 17 helps to define and puts some meaning to the
- 18 government-to-government relationship that we
- 19 have, and to make us stronger federal partners.
- 20 So I just want to start off the session
- 21 today by, from my perspective, saying thank you,
- 22 and share with my colleagues, in the work that
- 23 we're doing in this discussion here, and in the
- 24 coming weeks. So thank you.
- 25 CHAIRMAN CHAUDHURI: So before we

- 1 go around the room with introductions, we usually
- 2 try to recognize NIGC alums that are in the room.
- 3 I don't see any, but if I'm missing anybody,
- 4 please be sure to raise your hand.
- We'll move forward with introductions
- 6 but let me just kind of piggyback on a couple of
- 7 comments raised by my fellow commissioners.
- 8 Let me talk a little bit about the time
- 9 frame that we're working under. I'm very proud of
- 10 the fact that our agency has made good on our
- 11 commitment, at least in my experience and my time
- 12 with the commission and from what I've observed
- 13 from my colleagues. And our promise is to never
- 14 put pen to paper without working with our tribal
- 15 partners, without engaging in meaningful dialogue.
- 16 So we've worked very hard at every stage to listen
- 17 and engage in meaningful dialogue before moving
- 18 forward with any proposed regulations and proposed
- 19 rules. And I think today is no exception.
- 20 We provided some draft documents to
- 21 help facilitate the process, but I want to assure
- 22 everybody that these draft documents flow from the
- 23 many conversations that we've had both one-on-one
- 24 through formal consultations and in group
- 25 meetings. But furthermore, they flow from

- 1 consultation topics that we engaged in or that we
- 2 heard from Indian country about last year.
- 3 And so even though we have discussion
- 4 drafts on these topics, they, in my view,
- 5 represent the product of collaboration and
- 6 dialogue with Indian country.
- 7 That said, we're working on a pretty
- 8 aggressive time frame. As many folks in here
- 9 know, this agency at various times has functioned
- 10 without a full commission. I'm very honored to be
- 11 a part of a full commission that brings with it
- 12 diverse views and perspectives, and together we
- 13 each bring our perspectives and expertise into the
- 14 regulation discussion. That's very helpful when
- 15 you're passing new regulations, issuing new
- 16 guidance, issuing rules.
- 17 Although I have every reason to believe
- 18 our agency will continue to move, move on a smooth
- 19 trajectory despite any changes in the commission
- 20 itself. And that's especially due to the
- 21 incredible staff we have. We want to do what we
- 22 can while all three of us are working together.
- 23 My fellow commissioners have
- 24 significantly more time on their terms left than I
- 25 do. Mine ends later this spring. And while we've

- 1 made no formal decisions about a departure date, I
- 2 certainly am committed to run through the tape to
- 3 get as much done as I can, giving the honor it is
- 4 to serve on this full commission. So that's a
- 5 little background about the time frame.
- 6 We're going to move forward with
- 7 introductions so that everybody in the room knows
- 8 who the NIGC representatives are. But after that,
- 9 we're going to turn it over to the room because,
- 10 as these consultations are transcribed, people who
- 11 weren't in the room today will still benefit from
- 12 reading about the conversation that we have and
- 13 it's always good to know who you're conversing
- 14 with.
- So with that, if we could just briefly
- 16 introduce ourselves, members of the commission
- 17 team.
- 18 Start on this side and just go down.
- MS. NAKAI: Good afternoon,
- 20 everyone. My name is Heather Nakai. I am an
- 21 attorney in the office of general counsel. I
- 22 currently serve as the Oklahoma City regional
- 23 attorney, so many of you may have met me in the
- 24 past. I'm honored to be here and look forward to
- 25 our conversations.

- 1 MS. THOMAS: Good afternoon, my
- 2 name is Christina Thomas. I'm the acting chief of
- 3 staff of the National Indian Gaming Commission.
- 4 I'm also a member of the Lacs Band of Ojibwe out
- 5 of Minnesota.
- 6 MS. LEE: Good afternoon, my name
- 7 is Yvonne Lee, director of finance for the
- 8 National Indian Gaming Commission.
- 9 MR. BENEFIELD: Hello, I'm Josh
- 10 Benefield, the lead auditor with the National
- 11 Indian Gaming Commission.
- MR. CUNNINGHAM: Hi, I'm Tom
- 13 Cunningham, the assistant director of compliance
- 14 for the National Indian Gaming Commission
- 15 stationed in the Oklahoma City office.
- 16 CHAIRMAN CHAUDHURI: And as
- 17 always, we have an open door, open phone line
- 18 policy. We strive to work promptly so that small
- 19 problems don't become big problems.
- Just because -- let's see, we have a
- 21 few members of the audience. Folks from our Tulsa
- 22 office, if they're here -- I see Mr. Harper back
- 23 there. Tim Harper, our regional director from
- 24 Tulsa is here.
- 25 Is there anybody else from the NIGC

- 1 team?
- 2 MR. WHEELER: Anthony Wheeler,
- 3 acting regional director for the Oklahoma City
- 4 office of NIGC.
- 5 CHAIRMAN CHAUDHURI: Thank you,
- 6 Tony. That's a good demonstration.
- 7 Go ahead.
- MS. DINKINS: Dana Dinkins,
- 9 compliance officer out of the Oklahoma City
- 10 office.
- 11 CHAIRMAN CHAUDHURI: Thank you.
- 12 So that illustrates a good point. So we do have a
- 13 transcriptionist, as I mentioned before, that this
- 14 consultation will be transcribed and put on our
- 15 website. And so since we don't have wireless
- 16 microphones today -- that's correct, right? We're
- 17 going to try and track down a wireless microphone.
- In the meantime, if you could speak as
- 19 loudly as you can for the benefit of the
- 20 transcriptionist, we would very much appreciate
- 21 it. So include your name, your tribal affiliation
- 22 and what capacity you're appearing today, at
- 23 today's consultation. We would very much
- 24 appreciate it.
- So if we could go around the room

- 1 starting with this table. And just to let you
- 2 know, the structure of our layout, unlike other
- 3 consultations, we really -- if we had round
- 4 tables, we would set the table up in a giant round
- 5 table because we don't believe in a one-way
- 6 dialogue with these consultations. We want it
- 7 really to be a conversation, a meaningful
- 8 discourse.
- 9 So while we have chairs in the back, I
- 10 want to welcome anybody to sit up front and sit at
- 11 the circle. We would have one big circle if we
- 12 could. But I just throw that out there.
- 13 At this time I'll turn it over to our
- 14 good friend, Mr. Friend.
- MR. FRIEND: Billy Friend, chief
- 16 of the Wyandotte Nation.
- 17 MR. GORHAM: Hershel Gorham,
- 18 tribal attorney for the Cheyenne and Arapaho
- 19 tribes.
- 20 MR. WASSANA: Reggie Wassana, the
- 21 new governor for the Cheyenne and Arapaho tribes.
- MR. MILES: Gilbert Miles, the new
- 23 lieutenant governor for the Cheyenne and Arapaho
- 24 tribes.
- MR. THOMAS: Ronnie Thomas, vice

- 1 chairman, Alabama Coushatta tribe.
- MR. COLBERT: Scott Colbert,
- 3 Chickasaw Nation Gaming Commission.
- 4 MS. CAVINESS: I'm Gena Caviness,
- 5 Cherokee Nation Gaming Commission, compliance
- 6 manager.
- 7 CHAIRMAN CHAUDHURI: Without a
- 8 wireless microphone, I'll guess we'll just endure.
- 9 There we go. There we go. Thank you,
- 10 sir.
- 11 MS. ASHER: Tracy Asher, I'm audit
- 12 manager with the Cherokee Nation Gaming
- 13 Commission.
- MS. WILMETH: Shannon Wilmeth,
- 15 acting director of compliance with the Comanche --
- 16 acting executive director, excuse me, Comanche
- 17 Nation Gaming Commission.
- 18 MR. McBRIDE: My name is Mike
- 19 McBride of Crowe and Dunlevy, attorney general of
- 20 Seminole Nation.
- 21 MS. GIBSON: Jackie Gibson,
- 22 executive director of Muscogee Creek Nation.
- 23 MR. YORK: Buddy York, gaming
- 24 commissioner, Muscogee Creek Nation.
- MS. GREEN: Nancy Green, attorney

- 1 general, Seneca-Cayuga Nation.
- 2 MR. WALKER: Jody Walker,
- 3 regulatory compliance manager, Chickasaw Nation.
- 4 MR. KILGORE: Matt Kilgore,
- 5 compliance manager, Chickasaw Nation.
- 6 MS. VANCE: Vanessa Vance,
- 7 treasurer, Wichita and affiliated tribes.
- 8 MS. TANYAN: Leslie Tanyan,
- 9 Absentee Shawnee, executive director.
- 10 MS. MORAGO: Sheila Morago,
- 11 executive director of the Oklahoma Indian Gaming
- 12 Association.
- 13 MR. JOHNSON: Jim Johnson,
- 14 executive director, Fort Sill Apache Gaming
- 15 Commission.
- MR. TOMAHSAH: Gary Tomahsah, Ft.
- 17 Sill Apache Gaming Commission, compliance officer
- 18 of the Comanche Choctaw Chickasaw tribes.
- MR. EASTERLING: Jared Easterling,
- 20 outside counsel for the Chickasaw Nation.
- MR. MORGAN: Matthew Morgan,
- 22 director of gaming affairs, Chickasaw Nation and
- 23 vice chairman of the Oklahoma Indian Gaming
- 24 Association.
- MR. QUALLS: David Qualls,

- 1 chairman of the Oklahoma Indian Gaming
- 2 Association.
- 3 MR. HITCHCOCK: Jeff Hitchcock,
- 4 chairman of the Wyandotte Nation Gaming
- 5 Commission.
- 6 MS. KASSANAVOID: Alice
- 7 Kassanavoid, Comanche Nation Gaming commissioner.
- 8 MR. SMITH: Doug Smith, compliance
- 9 and surveillance manager for the Sac and Fox
- 10 Gaming Commission.
- 11 MR. CASTEEL: Rodney Casteel, the
- 12 executive director of Sac and Fox Nation Gaming
- 13 Commission.
- MS. PEARSE: Kim Pearse, internal
- 15 auditor, Sac and Fox Nation Gaming Commission.
- MS. GATES: Sherry Gates,
- 17 licensing manager for Seminole Nation Gaming
- 18 Agency.
- 19 MS. ISHAM: Leda Isham, Seminole
- 20 Nation Gaming Commission.
- 21 MR. LAURENZANA: Rudy Laurenzana,
- 22 chief gaming regulator with the Seminole Nation.
- MR. HALE: Terry Hale, deputy
- 24 chief gaming regulator, compliance manager,
- 25 Seminole Nation.

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1 CHAIRMAN CHAUDHURI: Okay. I want
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- 2 to thank everybody for taking the time and making
- 3 the long drive and possibly flying in to be here
- 4 today. We really look forward to a productive
- 5 consultation.
- Before we go to the housekeeping
- 7 portion of our agenda, I do want to restate, we're
- 8 proud to be here as part of our commitment to
- 9 government-to-government consultation. I do
- 10 recognize that there are various organization
- 11 representatives in the room as well as a couple of
- 12 attorneys. Being a former attorney myself, I very
- 13 much appreciate the role of attorneys and economic
- 14 development in Indian country.
- We will do our best to hear from
- 16 everybody, but not at the expense from tribal
- 17 leadership and tribal regulators.
- 18 So I want to ask for everybody to defer
- 19 as much as possible to tribal leadership and then
- 20 tribal regulators if we have time. Given the time
- 21 frame that we're working under, we'll hear from
- 22 everybody. But I certainly want to make sure all
- 23 leadership and regulators have every opportunity
- 24 to have their concerns raised, their comments made
- 25 on the record.

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1 So with that, I'm going to turn it over
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- 2 to our chief of staff, Ms. Christina Thomas, for
- 3 some housekeeping notes.
- 4 MS. THOMAS: Thank you, Chairman.
- 5 So just to discuss what our actual
- 6 format is today, so we're scheduled to go from 1
- 7 to 3 p.m. We have three topics that we're going
- 8 to cover today. The draft changes to the
- 9 management and contract regulations, audit
- 10 submissions and the management and sole
- 11 proprietary interest definitions.
- 12 After each topic, we will be pausing,
- 13 turning it back over to the commission to start
- 14 the discussion and questions and comments for the
- 15 record will be heard in between each topic, but at
- 16 the end we'll also have a catch-all time period
- 17 for people to actually add additional comments.
- In addition to that, so as the chairman
- 19 has said, we do have a transcriptionist here
- 20 today, so if you do have a comment for the record,
- 21 please be very clear with your name and the
- 22 affiliation that you're with prior to entering
- 23 your comment.
- We do have a deadline comment period
- 25 for all of the drafts that we provided copies of

- 1 today. They're also on our website. That comment
- 2 period closes on February 28th, 2018.
- 3 As updates are done throughout this
- 4 consultation period, we'll be making changes to
- 5 the consultation page on the website. Any changes
- 6 that are done will be completed by 5 p.m. Eastern
- 7 time every single Wednesday.
- 8 With that, I will hand it back over to
- 9 the chairman.
- 10 CHAIRMAN CHAUDHURI: Thank you.
- 11 As I mentioned before, we are honored
- 12 to be in Western Oklahoma. I again want to
- 13 restate that any leadership from any of the
- 14 nations represented here today are absolutely
- 15 welcome to make some opening statements.
- In addition to that, I understand
- 17 travel accommodations being what they are, some
- 18 people may need to leave early. If anybody needs
- 19 to get on the record now and wants to read a
- 20 statement into the record, please feel free to do
- 21 so before we get into the formal subjects that
- 22 we're about to get into in a moment.
- Does anybody need to give a statement
- 24 on the record before catching a flight?
- Okay. With that, we're going to hear

- 1 each of our consultation topics. As Ms. Thomas
- 2 mentioned, we're going to hear background
- 3 information about each topic. But at the end of
- 4 that information, my fellow commissioners and I
- 5 will weigh in and provide some additional
- 6 background.
- 7 So with that, we're going to now turn
- 8 to our discussion about management contracts and
- 9 for that, we have our director of finance, Ms.
- 10 Yvonne Lee here to give that.
- 11 MS. LEE: Thank you, Chairman.
- 12 Under IGRA and current NIGC
- 13 regulations, Tribes wanting to engage a third
- 14 party to manage their operations are required to
- 15 enter into a management agreement with the third
- 16 party that must be approved by the Chairman of the
- 17 National Indian Gaming Commission. Following the
- 18 NIGC's 2017 consultation sessions, the Commission
- 19 carefully reviewed its regulations, and the
- 20 Agency's internal procedures for reviewing and
- 21 approving management contracts. As a result of
- 22 that review, and based on comments received during
- 23 the consultations, the Commission believes that
- 24 changes to our management contract regulations
- 25 will improve the efficiency of the contract review

- 1 process and ensure consistency with IGRA's
- 2 requirement regarding term limits.
- 3 I will provide some background on this
- 4 topic, including current regulations, Agency
- 5 concerns, and the Commission's proposed amendments
- 6 to the regulations. After this, we will open the
- 7 floor for questions and discussion.
- 8 The Chair of the NIGC may only approve
- 9 a management contract if it does not exceed a term
- 10 of five years, or in rare circumstances, seven
- 11 years. NIGC regulations reflect that stipulation
- 12 and management contracts are not approved unless
- 13 they comply with all requirements of IGRA,
- 14 including term limits.
- 15 After management contracts have been
- 16 approved, tribes and their management contractors
- 17 may amend their contracts by following the
- 18 streamlined procedures for review and approval of
- 19 contract amendments found in NIGC regulations (25
- 20 C.F.R. Part 535). Part 535 provides an expedited
- 21 process within which background investigations are
- 22 only required if the third party individuals
- 23 and/or entities responsible for the management
- 24 contract have changed, and no new business plan or
- 25 updated financial information is required. The

1 expedited process is designed to allow the parties

- 2 to sustain their relationship in a dynamic
- 3 business environment while maintaining the
- 4 integrity of the Chair's initial management
- 5 contract review and approval.
- 6 The safeguards found in NIGC's
- 7 management contract review process serve to assure
- 8 IGRA's primary policy goals are met, including
- 9 protecting Indian gaming and ensuring a tribe is
- 10 the primary beneficiary of its gaming operation.
- 11 A thorough review of past practice
- 12 revealed that parties, using Part 535's expedited
- 13 process, have submitted amendments to the
- 14 initially approved contracts that have extended
- 15 the term of the approved contract by an additional
- 16 one to five years resulting in a contract that
- 17 extends beyond the explicit term limits of IGRA.
- Thus, the Commission believes it is
- 19 important to update regulations to maintain IGRA's
- 20 mandate.
- 21 The proposed amendments clarify the
- 22 regulations by explicitly noting that amendments
- 23 that extend the approved management agreement
- 24 beyond the term limits permitted by IGRA, which is
- 25 five or seven years, will be reviewed under the

1 full requirements of a new management contract

- 2 under Part 531.
- 3 So, for example, if an approved
- 4 contract with a five year term is nearing the end
- of its term, and the parties are happy with the
- 6 relationship and simply wish to extend it for an
- 7 additional five years, they may do so, but it may
- 8 not be reviewed as an amendment. Because IGRA
- 9 limits contract terms to five or seven years, the
- 10 Chairman will review the agreement under Part 531,
- 11 and the entire requisite information that 531
- 12 requires must be submitted.
- 13 For another example, though, if a
- 14 management contract had a one year term, and the
- 15 parties wanted to amend the agreement to extend it
- 16 for an additional year, for a total term of two
- 17 years, the Chair would review the amendment under
- 18 part 535 because the term limit would still be
- 19 within the statutory limit of five or seven years.
- The Commission understands this change
- 21 may affect the timing and expense of updating
- 22 background investigations for making suitability
- 23 determination of management contractors. And
- 24 independent of the changes discussed above, the
- 25 Commission received comments during the last round

- 1 of consultation that the background investigation
- 2 process was time-consuming and expensive. As a
- 3 result, the Commission has done a thorough review
- 4 of its background investigation process and is
- 5 proposing changes to our internal procedures to
- 6 make the process more efficient, thereby reducing
- 7 the cost of investigations.
- 8 Under the new process, NIGC staff will
- 9 review the background investigation applications
- 10 and divide them into different investigative
- 11 groups based on the level of risk. This process
- 12 will allow the agency staff to focus their
- 13 investigative resources on the most vital
- 14 individuals and entities. This replaces a
- one-size-fits-all model that scrutinizes all
- 16 applicants the same. For example, under the
- 17 current process, the top direct financial interest
- 18 goes through the same background investigation as
- 19 the smallest indirect financial interest. But
- 20 under the new process entities and individuals
- 21 with a direct financial interest, holding the
- 22 highest level of risk to the tribe, will have a
- 23 more in depth background investigation completed
- 24 versus those entities or individuals who have an
- 25 indirect financial interest.

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1 In addition, the Commission has
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- 2 proposed changing the individuals and entities
- 3 that are required to submit background
- 4 applications under the regulations to those that
- 5 have 10 percent or greater financial interest.
- 6 This proposed change should significantly reduce
- 7 the costs to the management contractors in
- 8 submitting full applications on smaller investors.
- 9 Further, this proposed change will also
- 10 better align the agency's requirements with other
- 11 regulatory agencies.
- 12 This change should not increase the
- 13 risk to tribal gaming as the Commission will
- 14 retain discretionary authority to conduct
- 15 background investigations on the owners with even
- 16 the smallest interests, who may pose a threat to
- 17 the industry.
- In addition, the Commission is
- 19 proposing a regulatory change to clarify the
- 20 "reduced scope of investigation" provision to
- 21 reduce the burden of background investigations for
- 22 those who qualify. To further reduce the time and
- 23 cost of background investigations, the agency will
- 24 no longer use the Office of Personnel Management,
- or OPM, to conduct part of the background

- 1 investigations. Instead, we will process
- 2 fingerprint checks through FBI and perform credit
- 3 checks through other more efficient alternatives.
- 4 Lastly, to reduce the up-front
- 5 financial burden and timing concerns, the proposed
- 6 amendments to the regulation removes the
- 7 requirement of a deposit before the background
- 8 investigations begin. Instead, the agency will
- 9 bill the management contractors regularly as the
- 10 investigation proceeds.
- I would now like to turn it back over
- 12 to the Commission to lead the discussion.
- 13 Thank you.
- MR. SIMERMEYER: Thanks, Ms. Lee.
- 15 I'll briefly just point out and say
- 16 that my hope is that what's being looked at today
- 17 we're balancing the efficiencies and removing
- 18 burdens that might exist under our current
- 19 approach, and also being clear about our
- 20 understanding of what it requires.
- 21 And so by looking at whether we're
- 22 using OPM by creating the zones, by removing the
- 23 deposit requirement, the hope is that this will
- 24 avoid a review process that's unduly burdensome
- 25 beyond what's required. And also be clear about

- 1 what IGRA requires in terms of its terms.
- 2 So it will be helpful in our discussion
- 3 and during the coming weeks feedback to hear what
- 4 the tribes' needs are when they're entering into
- 5 and engaging with different partners that are
- 6 necessary to help with their operation's success,
- 7 whether it's a partnership in the financing field
- 8 or professional services or management. Having
- 9 awareness of what impact or, you know, how it
- 10 would be helpful, and making sure that we're in
- 11 line with what's required within the law.
- 12 And so I just want to thank the staff
- 13 for gathering this, not just for this consultation
- 14 series that we're in now, but also for engaging
- 15 with Indian country over the last year on this
- 16 discussion about management contracts and making
- 17 sure that it's sufficient in how we're approaching
- 18 this.
- Those are my comments. Thanks.
- 20 MS. ISOM-CLAUSE: I would like to
- 21 echo those comments, that these proposed changes
- 22 are about making sure our practices are aligned
- 23 with IGRA's requirements while also balancing out
- 24 savings of time and money to these deficiencies
- 25 that Ms. Lee discussed. You know, we think this

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1 could provide for a much more streamline process
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- 2 while not creating any additional risks, getting
- 3 rid of the burdens to tribes and management
- 4 contractors too.
- 5 So we're excited about all of the
- 6 suggestions that the tribes might make and we're
- 7 looking forward to hearing what you all think of
- 8 these and any other ideas in this process.
- 9 CHAIRMAN CHAUDHURI: Thank you.
- I don't have much to add to my
- 11 colleagues' statements other than to say that
- 12 these proposals get us closer to the letter of
- 13 IGRA. I think, as an agency, one of the things I
- 14 found remarkable is how we've worked very hard
- 15 within our statutory and regulatory limitations to
- 16 do our job as regulators, and help ensure tribes
- 17 are the primary beneficiaries of the operations,
- 18 while at the same time avoiding unnecessary
- 19 roadblocks to economic development.
- 20 Sometimes that's required us to take,
- 21 you know, a very -- you know, an interesting view
- 22 of our interpretation of IGRA. I think the
- 23 proposals set forth help us actually implement
- 24 IGRA as written but still provide flexibility.
- 25 That said, we're not -- we're not all

- 1 in on any proposal. That's the purpose of
- 2 consultation. We do have an aggressive time
- 3 frame. As we mentioned, the comment period ends
- 4 February 28th but I'm also very thankful for the
- 5 staff's hard work in putting these proposals
- 6 together to try to get us as close as possible to
- 7 IGRA's spirit and letter while at the same time
- 8 working with Indian country.
- 9 So we're very much looking forward to a
- 10 vibrant discussion today on this topic and we'll
- 11 turn the floor over to any comments that the
- 12 audience may have.
- 13 Again, please provide all due deference
- 14 to tribal leadership and tribal regulators. And
- 15 we do have a wireless microphone.
- 16 And Mr. Wheeler in the background will
- 17 be going around helping get the microphone where
- 18 it needs to go.
- MR. MILES: I have a question.
- 20 Ms. Lee said that when the contracts -- it says
- 21 here that you can have a five year contract. But,
- 22 if approved, you can go as far as seven; is that
- 23 correct?
- 24 CHAIRMAN CHAUDHURI: Yeah. And
- 25 before -- and I'm going to turn it over to Ms.

- 1 Nakai. IGRA does have a five or a seven year
- 2 requirement for the management agreements.
- 3 Perhaps our office of general counsel could give a
- 4 little more background about when five years is
- 5 appropriate, when seven years is appropriate.
- But, again, just for the benefit of the
- 7 transcriptionist, if we could restate our name so
- 8 that she can have it completely.
- 9 MR. MILES: Gilbert Miles,
- 10 lieutenant governor, Cheyenne and Arapaho tribes.
- 11 The comment was made that if you wanted
- 12 to do an amendment to an agreement, that if you
- 13 start with a one year contract, that you could
- 14 extend it up to five years if everybody agreed
- 15 upon that. But in 531.1(a) it says you can go as
- 16 high as seven. So I didn't know if her example
- 17 meant that you couldn't go as high as seven or you
- 18 could go as high as seven if you had an agreement
- 19 that you wanted to amend, that the possibility is
- 20 you could have an amendment that went as high as
- 21 seven and you're not limited to just an amendment
- 22 going further than five years.
- MS. NAKAI: Yes. Again, my name
- 24 is Heather Nakai, I'm an attorney in the office of
- 25 general counsel.

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1 IGRA requires that for the chair to
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- 2 approve a management contract, one of the things
- 3 is to check the term of that contract. And it
- 4 says explicitly the initial contracts can go for a
- 5 period of five years or up to a maximum of seven
- 6 with justification.
- 7 And so if you signed a contract that
- 8 was just for five years, it's a standard
- 9 submission. If you need the contract go up to
- 10 seven years, it would have to have a
- 11 justification, and that also requires an
- 12 evaluation of that justification. It can't just
- 13 be, well, we'd really like this to be for seven
- 14 years.
- 15 It's typically because there are needs
- 16 for recoupment for the investment, because there's
- 17 going to be a long period of time to get it --
- 18 it's anticipated that there will be a long period
- 19 of time to get the contract up and running
- 20 smoothly. So you would need an additional
- 21 justification.
- The amendment here in the way it's
- 23 described is what would happen if you had a
- 24 contract that was originally intended to be for
- 25 four years and let's say you added two years to

- 1 that contract in an amendment. What would happen
- 2 is the amendment would come in, if I looked -- as
- 3 a lawyer, looked at that contract that originally
- 4 was for four years and you added an additional two
- 5 years, now you have a contract that's for six
- 6 years. And IGRA is clear that any contract after
- 7 five years requires justification.
- 8 This makes clear that when you start to
- 9 get into these periods of time, you're following
- 10 those requirements. And understanding that we
- 11 look at the time -- the term as a cohesive group
- 12 as opposed to two individual periods of time.
- 13 And so in the example that Ms. Lee gave
- 14 where the contract was originally for five years
- 15 and you added both -- one year and you added four,
- 16 you would still get the five.
- 17 But if you had a contract for five
- 18 years and you had an amendment that gave you an
- 19 extended three year term, we would have eight
- 20 years. And you understand that IGRA doesn't like
- 21 you to have a eight year management contract.
- MR. MILES: My question was is
- 23 let's say that you have a one year contract and it
- 24 was a great contract and you said let's make it a
- 25 seven year contract, let's add six more years to

- 1 it, and with the appropriate justification
- 2 consistency with IGRA was 531.1(a), you could be
- 3 able to do that; is that correct?
- 4 MS. NAKAI: You could with the
- 5 appropriate justification.
- 6 MR. MILES: Thank you.
- 7 CHAIRMAN CHAUDHURI: And thank you
- 8 for that question and thank you, Ms. Nakai for an
- 9 excellent answer.
- 10 So just for discussion, I think we've
- 11 all discussed a little among ourselves at the
- 12 agency about the many proposals that have kind of
- 13 -- that potentially were appropriate for
- 14 consultation. We decided to go out with the ones
- 15 that best reflected our conversations with Indian
- 16 country.
- 17 But one impact from all of this is that
- 18 there will be -- there will be fewer amendments
- 19 and more approvals of full term contracts. And,
- 20 you know, we would welcome any comments about the
- 21 impacts of that. Pro or con. We've got thick
- 22 skin up we're here. Okay.
- With that, as I always say, there's no
- 24 crime whatsoever in finishing early. So we'll
- 25 leave -- we'll leave a little time at the end,

- 1 especially since it looks like we're finishing
- 2 early, for other questions. Sometimes you have an
- 3 idea on the way home and you think, well, boy, I
- 4 wish I would have brought that up in the meeting.
- 5 If there's any ideas that anybody has, we'll leave
- 6 a little time at the end.
- 7 Also, I don't want us to be -- none of
- 8 us wants to be constricted by process, so we'll be
- 9 a little bit flexible in terms of the scope of
- 10 questions at the end.
- But to keep things moving, we'll go
- 12 ahead and move on to our next consultation topic
- 13 which is audit submissions. And our subject
- 14 matter expert for that is chief of staff Christina
- 15 Thomas.
- MS. THOMAS: Thank you, Chairman.
- 17 Under IGRA and current NIGC
- 18 regulations, gaming operations, regardless of
- 19 income, are required to submit an annual audited
- 20 financial statement, completed by certified public
- 21 accountants, to the Commission within 125 days of
- 22 their fiscal year end. These audits may be
- 23 encompassed within existing independent tribal
- 24 audit systems.
- 25 Submission of the annual audit report

- 1 is critical to the NIGC's mission to protect the
- 2 integrity of Indian gaming and provides a certain
- 3 level of assurance as to the safekeeping of tribal
- 4 gaming revenues. The audit report prepared and
- 5 submitted on a timely basis is evidence of, among
- 6 other things, the integrity of the gaming
- 7 operation, and more specifically, of the adequacy
- 8 of the books and records, the functioning of the
- 9 internal financial controls, and the disclosure of
- 10 information having a bearing on the financial
- 11 statements.
- The Commission, however, recognizes
- 13 that small or charitable gaming operations often
- 14 struggle with the cost of these requirements.
- 15 With this in mind, the Commission is seeking
- 16 feedback and recommendations on whether changes
- 17 are needed to the audit submission regulations.
- 18 Specifically, we want input on what level or
- 19 levels of audit should be required for smaller
- 20 gaming operations or charitable gaming operations.
- 21 A gaming operation earning less than \$2
- 22 million in gross gaming revenue annually can
- 23 request from the Commission to submit a CPA
- 24 reviewed financial statement, if it has submitted
- 25 an audited financial statement for three

1 consecutive years. A reviewed financial statement

- 2 must be completed by an independent CPA and
- 3 conform to statements on standards for accounting
- 4 and review services of the gaming operation.
- 5 In fiscal year 2016, only 80 operations
- 6 earned less than \$2 million in gross gaming
- 7 revenue. Of those 80, only six submitted the
- 8 lesser financial statement review. Small or
- 9 charitable gaming operations often produce less
- 10 than \$100,000 in gross gaming revenue annually,
- 11 some less than \$10,000. Contracting a CPA firm to
- 12 perform an annual audit can prove cost
- 13 prohibitive, and as a result, may deter tribes
- 14 from pursuing these gaming opportunities.
- 15 NIGC reviewed statutes and regulations
- 16 from a number of jurisdictions and agencies
- 17 concerned with financial entities, including the
- 18 State of Nevada, the Federal Deposit Insurance
- 19 Corporation and the Department of Interior. We
- 20 found no consistency in the audit requirements.
- 21 For example, Nevada gaming regulations require
- 22 audits of financial statements for operations
- 23 grossing more than \$5 million, but maintain the
- 24 right to require audits, compile statements or
- 25 reviews of financial statements of those

- 1 operations whose gross revenue is less than \$5
- 2 million. Interior exempts non-federal entities
- 3 from their audit requirement if the entity expends
- 4 less than \$750,000 per year. As NIGC considers
- 5 altering its own regulations, it recognizes that
- 6 there are currently 95 tribal operations that
- 7 produce less than \$3 million in gross gaming
- 8 revenue. Further, the Commission is aware that
- 9 tribal operations comply with the most regulations
- 10 from their own governments, as well as state and
- 11 federal entities.
- 12 Our hope through this consultation
- 13 session is to discuss opportunities or receive
- 14 feedback and recommendations on how to amend this
- 15 regulation while still ensuring we are supporting
- 16 financial stability and maintaining a high level
- 17 of protection of tribal gaming operations.
- 18 Thank you. And I will hand it back
- 19 over to the Commission.
- MR. SIMERMEYER: Thanks, Ms.
- 21 Thomas.
- 22 Our management discussion was being
- 23 proposed as an attempt to comply with IGRA's
- 24 requirements and that our nation and our agency's
- 25 interpretation provides a financial stability that

- 1 IGRA envisioned. I think it's also important to
- 2 note that what IGRA requires promotes the growth
- 3 of some tribes' capacity in order to be able to
- 4 provide the oversight and auditing requirements.
- 5 And so -- which is, as was mentioned, some
- 6 particular types of jurisdictions, and the
- 7 important objective of IGRA and important for any
- 8 kind of operation. So any thoughts that tribes
- 9 have from an operation perspective or from the
- 10 tribes' own internal auditing approach, whether
- 11 the gaming site or other parts of their operations
- 12 and governments, would be helpful in helping us
- 13 understand what the impact might be with this
- 14 change.
- MS. ISOM-CLAUSE: Thank you. I'll
- 16 just be brief. We have our experts here so feel
- 17 free to ask any questions as well. This is a
- 18 fairly technical topic for some folks, and
- 19 ourselves included. So feel free to ask any
- 20 questions or just give us any feedback on what
- 21 you're seeing if it's not been encompassed in the
- 22 discussion we've had so far. If you have some
- 23 questions to prompt conversation, and we'll just
- 24 start off with just open dialogue.
- 25 CHAIRMAN CHAUDHURI: And just to

- 1 echo my colleagues' comments, and also touch on a
- 2 point that the vice chair raised in her
- 3 introduction, Rural Outreach is one of the
- 4 initiatives of the agency's priorities. And so --
- 5 in our day-to-day regulation work, we're guided by
- 6 four initiatives. Rural Outreach is one of them.
- 7 We recognize that a threat to one facility is a
- 8 threat to the health, integrity, reputation of all
- 9 Indian gaming. So we see an important part of our
- 10 work at NIGC as supporting operations' facilities
- 11 regardless of how big or small they are.
- 12 And we certainly recognize that the
- 13 realities of small or rural or newer operations
- 14 are different than large urban or established
- 15 operations. And so we've worked very hard over
- 16 the last few years to develop agency operations
- 17 around that initiative.
- 18 Some examples include enhancing our
- 19 technological offerings. We want to be able to
- 20 offer webinars, Internet trainings, so that
- 21 smaller facilities, smaller operations can send
- 22 regulators to our trainings without incurring the
- 23 travel expenses associated with in-person
- 24 trainings. We've also developed IT vulnerability
- 25 assessments that are free services that help

- 1 identify IT issues in various operations. We're
- 2 also actively considering a region split in our
- 3 St. Paul office and elevating the role of our
- 4 Rapid City satellite office to a regional office
- 5 to better serve rural communities.
- 6 This proposed regulation change is part
- 7 of all of that. It's part of our commitment to do
- 8 whatever we can to look at the unique needs and
- 9 challenges of small and rural operations in light
- 10 of our ongoing responsibility to ensure the
- 11 integrity of Indian gaming.
- 12 Again, I would like to thank our team
- 13 for raising this as a possible outgrowth of Rural
- 14 Outreach and we very much look forward to hearing
- 15 comments, concerns, statements from the audience
- 16 today.
- 17 I know audits are super exciting. You
- 18 know, we're very proud of a lot of the
- 19 deliverables we've already issued. This is yet
- 20 another one that is part of us, quote, crossing
- 21 our T's and dotting our I's on our initiatives the
- 22 best we can. And, you know, our work to do what
- 23 we can given the time that we have.
- MR. GORHAM: Hershel Gorham,
- 25 tribal attorney for the Cheyenne and Arapaho

- 1 tribes. Can you expand on the \$2 million
- 2 threshold? Is that operating revenues, net
- 3 revenues, gross revenues?
- 4 CHAIRMAN CHAUDHURI: I'll turn it
- 5 over to the staff.
- 6 MS. THOMAS: So under 571.12 is
- 7 the NIGC regulations that further define the audit
- 8 submission requirements on what tribes are
- 9 required to submit.
- 10 Underneath that provision there is --
- 11 after doing three consecutive years of a full
- 12 audit, you can do a review of the audit, so it's
- 13 not a full CPA audit. That \$2 million threshold
- 14 is gross gaming revenue in there, so \$2 million.
- 15 So whatever you report for your gross gaming
- 16 revenue is the number that we would use to measure
- 17 the \$2 million threshold.
- 18 CHAIRMAN CHAUDHURI: Thank you for
- 19 that question.
- 20 MR. SIMERMEYER: I appreciate some
- 21 of the comments made by the Chair and, you know,
- 22 the perspective that we're getting. And some of
- 23 the discussion that we've had so far talks about
- 24 -- even with the opportunity for the reduced
- 25 review that Ms. Thomas just kind of mentioned,

- 1 it's important to make sure that there's not --
- 2 that the auditing requirements, you know, maintain
- 3 that envisioned financial stability. I also don't
- 4 disincentivise an awareness about the small gaming
- 5 operations, what's going on in your community. So
- 6 that was in part consideration too, is striking
- 7 that balance and looking at, you know, when an
- 8 operation is so small, the impact of the cost on
- 9 the audit requirements.
- 10 So if there's other perspectives here
- 11 about how that might be a disincentive, or is that
- 12 a disincentive, we want to make sure those are
- 13 identified.
- 14 CHAIRMAN CHAUDHURI: Yeah. And
- 15 just for the purpose of prompting dialogue, I
- 16 couldn't agree more. You know, the question is
- 17 always how can we get the information that we need
- 18 as an agency to ensure compliance on the ground,
- 19 while at the same time not regulating in a manner
- 20 that squelches meaningful economic development.
- You know, as we know, many of the small
- 22 operations don't have the biggest bottom lines, a
- 23 lot of them are effectively jobs programs for many
- 24 rural communities and we recognize the importance
- 25 of those operations as -- as we think about

- 1 self-sufficiency and strong tribal governments.
- 2 Those are two of the fundamental policy purposes
- 3 of IGRA. So the question is how can we get what
- 4 we need to get to ensure compliance while still
- 5 supporting tribal self-sufficiency, economic
- 6 development and strong tribal governments.
- 7 Yes, Mr. York?
- 8 MR. YORK: Maybe I can speak loud
- 9 enough. Buddy York with Muscogee Creek Nation
- 10 Gaming Commission.
- 11 Since we have several casinos and some
- 12 of them -- we may have a couple that fall under
- 13 this threshold, is there anything that says that
- 14 we cannot drop these smaller ones off of our
- 15 regular combined audit and submit them separately?
- 16 CHAIRMAN CHAUDHURI: We had a
- 17 similar question of that in a recent consultation.
- 18 Christina, do you want to take that
- 19 one?
- 20 MS. THOMAS: The microphone
- 21 doesn't like me.
- No, there is nothing that would
- 23 prohibit a tribe who has multiple facilities
- 24 dropping the smaller ones to have -- underneath
- 25 the current way that it's written, to have it

- 1 reviewed versus having part of it a full CPA
- 2 audit.
- 3 CHAIRMAN CHAUDHURI: Thank you
- 4 Mr. York.
- 5 Okay. Any other questions, comments,
- 6 concerns? Okay.
- With that, we'll move on to the third
- 8 topic of consultation and that involves management
- 9 and sole proprietary interest definitions.
- 10 And for that, we have our
- 11 representative from the office of general counsel,
- 12 Ms. Heather Nakai, who would probably benefit from
- 13 the microphone.
- MS. NAKAI: Thank you, Chairman.
- As previously discussed, IGRA provides
- 16 that a tribal gaming operation owned by the tribe
- 17 may either be managed by the tribe or by a
- 18 management contract, subject to a management
- 19 contract approved by the NIGC Chair. This applies
- 20 to any arrangement in which a contractor manages
- 21 all or part of an Indian gaming operation. To
- 22 provide better clarity, the Commission is
- 23 considering developing regulations that clearly
- 24 state out its standard for what constitutes
- 25 management as well as its criteria for evaluating

1 when a sole proprietary interest violation has

- 2 occurred.
- With this in mind, I will provide some
- 4 brief background information of these terms and
- 5 then pass it back to the Commission for further
- 6 questioning and discussion.
- 7 To assist tribes in determining whether
- 8 an activity constitutes management, NIGC bulletin
- 9 number 94-5 explains that the term encompasses
- 10 activity such as planning, organizing, directing,
- 11 coordinating and controlling all or part of a
- 12 gaming operation.
- 13 In addition, the NIGC Office of General
- 14 Counsel issued an opinion letter expanding on
- 15 these terms by providing tables of management
- 16 activities. However, today, the commission has
- 17 not issued a regulation formally defining
- 18 management. The commission believes that, in
- 19 consultation with tribes, developing a regulatory
- 20 definition consistent with past interpretation
- 21 would help provide greater certainty to the tribal
- 22 gaming history regarding what constitutes
- 23 management -- what constitutes management.
- The Commission recognizes that the 7th
- 25 Circuit has also recommended that it provide more

- 1 certain guidance.
- 2 As stated, the purpose of IGRA is to
- 3 ensure that the Indian tribe is the primary
- 4 beneficiary of the gaming operation. Seeking to
- 5 serve this purpose, IGRA requires that tribal game
- 6 ordinances provide that tribes have the sole
- 7 proprietary interest and responsibility for the
- 8 conduct of any gaming activity unless the gaming
- 9 activity is individually owned.
- 10 To determine whether a third party has
- 11 received a proprietary interest in a tribal gaming
- 12 operation in violation of a sole proprietary
- 13 interest mandate, the agency considers the term of
- 14 the relationship, the amount of revenue paid to
- 15 the third party and the right of control over the
- 16 gaming activity provided to the third party.
- 17 The commission has previously consulted
- 18 other developing guidances and regulations
- 19 concerning sole proprietary interest in 2008 and
- 20 2010. Courts have had the opportunity to consider
- 21 and discuss this issue in the intervening years
- 22 noting and upholding NIGC's formulation of the
- 23 criteria evaluated for said violations.
- 24 The commission believes that a
- 25 regulation consistent with past NIGC enforcement

- 1 actions and litigation would provide a greater
- 2 certainty to the tribal gaming industry regarding
- 3 what constitutes a violation of the sole
- 4 proprietary interest pending.
- 5 The draft regulations we provided you
- 6 today in the hand-out incorporate these
- 7 interpretations for consideration in addition to
- 8 the commissions' compliance regulations.
- 9 I would like to now turn it back over
- 10 to the commission to lead the discussion.
- 11 MR. SIMERMEYER: Thank you.
- 12 I'll make three brief points about this
- 13 topic. As was mentioned, there's guidance and
- 14 legal things that have come from the agency as
- 15 well as court decisions over the recent years that
- 16 have brought some definition to what constitutes
- 17 management and sole proprietary interest.
- So, first, as a member of the
- 19 commission who had the responsibility for
- 20 reviewing a Chair's action on one of these topics,
- 21 I think it's helpful that we promulgate some
- 22 definitions that would help raise some
- 23 transparency toward what the standard is. It's
- 24 just a matter of good governance.
- 25 I think secondly there's also an

- 1 opportunity to bring some certainty with partners
- 2 in Indian country. As was mentioned, also general
- 3 counsel provides declaration letters that try to
- 4 attempt to provide some certainty for the
- 5 partnerships that have taken place, and so the
- 6 hope is and we'll hopefully get comments back, and
- 7 this will help to provide some better definition
- 8 or certainty in how to approach those
- 9 relationships.
- 10 And finally I want to say this is an
- 11 opportunity to look at this topic to kind of
- 12 identify and make the public at large aware of the
- 13 options that exist dealing with sole proprietary
- 14 interest violations or management contract
- 15 violations.
- We welcome any feedback on this topic,
- 17 whether it's today or in the coming weeks, but as
- 18 long we don't go beyond what's required, it's
- 19 important that it's practical, and that will help
- 20 the industry.
- MS. ISOM-CLAUSE: Thank you.
- I also would like to highlight that
- 23 this isn't meant to include any new requirements
- 24 but really just gather our existing understandings
- 25 into one spot and do that through a regulation

- 1 which as Mr. Simermeyer mentioned should provide
- 2 certainty and clarity to the industry and tribes
- 3 that we hope will result in efficiencies down the
- 4 road for business as well.
- 5 MR. CHAUDHURI: Thank you and I
- 6 agree with everything and how it was said.
- 7 I just want to add, again, the vice
- 8 chair already touched on this in the introduction.
- 9 These definitions come out of our commitment to do
- 10 anything we can to prevent gamesmanship on the
- 11 backs of tribes.
- I mean, when we first started talking
- 13 about our gamesmanship initiative a few years ago,
- 14 I think people want a little more information
- 15 about what we meant by that. And basically we
- 16 explained that it's simply a way of articulating
- 17 our responsibility under IGRA to ensure that
- 18 tribes are the primary beneficiaries of their
- 19 operations and tribes retain sole proprietary
- 20 interest in their operations.
- So, in other words, you know, it's a
- 22 way for us to talk about how we as an agency do
- 23 whatever we can to protect against third party
- 24 threats to those IGRA requirements. Bringing
- 25 clarity, consistency, uniformity, codifying

- 1 definitions that have already been, you know, put
- 2 out there by courts as well as our agency. That's
- 3 all part of that.
- 4 And so being able to clearly set forth
- 5 what our understanding of management is, what our
- 6 understanding of sole proprietary interest is will
- 7 not only inform our actions as an agency but as
- 8 commissioners, some of them I already mentioned,
- 9 hopefully will bring clarity for tribes to work
- 10 with other partners.
- 11 You know, every finance agreement we
- 12 would think would benefit from having our
- 13 definitions lived out without having to rely on
- 14 specific reviews every time they want more
- 15 guidance on our view of management.
- And so that's where we're coming from.
- 17 We welcome any comments, concerns, or statements
- 18 that the audience may have.
- 19 MR. YORK: Buddy York, Muscogee
- 20 Creek Nation gaming commissioner. One of the
- 21 things that I -- as a regulator, one of the things
- 22 that would help us as far as definitions go would
- 23 be if we had a better definition of what a gaming
- 24 operation is. We have so many entities that are
- 25 not exactly gaming related that are underneath the

- 1 umbrella of the casinos. And those are the ones
- 2 that are kind of in the gray area that, you know,
- 3 we're not sure whether or not we have the
- 4 authority to look at those. And so, you know, if
- 5 we had a better definition of just what is under
- 6 the umbrella of a gaming operation, that would
- 7 help us out when we're doing our regulating.
- 8 CHAIRMAN CHAUDHURI: Thank you so
- 9 much for that, Mr. York.
- 10 We have an ongoing responsibility to
- 11 regularly review our regulations, and so that very
- 12 well could be a topic for consultation in the
- 13 future. And so that's one of the benefits of
- 14 these conversations. Just as previous
- 15 conversations have formed the topics we're
- 16 discussing today, we're always looking for ways to
- improve our service to the industry, to Indian
- 18 country and the general public. So thank you very
- 19 much for that comment, Mr. York.
- 20 Okay. Without any additional comments
- 21 on this topic, I'm not seeing any hands, we'll
- 22 just open it up for just a brief conversation
- 23 section for the consultation. And again, I don't
- 24 want us to be locked into a process but we just
- 25 want to just survey the room to see if there are

- 1 any general comments, questions or concerns that
- 2 folks may have.
- 3 MR. YORK: Buddy York, gaming
- 4 commissioner, Muscogee Creek Nation.
- I just wanted to make a comment that
- 6 the NIGC is going in the right direction as far as
- 7 what they're trying to do to help the tribes out.
- 8 A lot of these issues are things that we have been
- 9 dealing with for a long time and I'm glad to see
- 10 that you're trying to help us out.
- We've got a lot of small rural casinos
- 12 that can use, you know, any kind of help they can
- 13 get. We have some that may not net over \$100,000
- or \$200,000 a year which isn't much as far as
- 15 casinos are concerned but they provide 20 to 30
- jobs in an area where the unemployment rate may be
- 17 eight to 10 percent.
- 18 So these are things that really any
- 19 time we can cut expenses to some of these smaller
- 20 casinos, it really helps. Because we're looking
- 21 at -- casinos are being run as a business now.
- 22 And if you have these small rural casinos that
- 23 aren't making the money like the big ones, then,
- 24 you know, they may want to shut them down for
- 25 something that's a little more lucrative.

- 1 So I think that you're going in the
- 2 right direction and I think that the NIGC is
- 3 getting updated like the tribes are now.
- 4 These are conglomerates now. We're not just
- 5 tribal casinos or bingo halls. And the
- 6 regulations and everything has to be brought up to
- 7 date to meet those needs.
- 8 CHAIRMAN CHAUDHURI: Thank you
- 9 very much, Mr. York.
- 10 Any other comments, questions,
- 11 concerns?
- 12 With that, as they said, it's never a
- 13 crime to finish early.
- 14 Let me just forecast what our game plan
- 15 is. As I mentioned, the comment period for this
- 16 consultation session ends February 28th. After
- 17 that we're anticipating some sort of update
- 18 session, hopefully an online update in which we'll
- 19 provide an overview of the comments received and
- 20 our game plan moving forward.
- We're anticipating some or all of these
- 22 topics will move forward to the next step after
- 23 we've had a chance to review all comments. And
- 24 that next step is potential issuance for public
- 25 notice for a proposed rule.

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1 Again, we're not locked into any
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- 2 specific proposal. That's what consultation is
- 3 for. But what we can do, we want to do in the
- 4 time that we have. And so please keep an eye out
- 5 for next steps on that.
- 6 But the transcripts of each of these
- 7 consultations will be available as soon as
- 8 possible after each of the consultations and they
- 9 will be available on our website.
- 10 We also have a training tomorrow and we
- 11 want to encourage everyone here to attend. And we
- 12 look forward to a positive training. But with
- 13 that I'm going to turn it over to my fellow
- 14 commissioners for any closing comments, final
- 15 comments.
- MR. SIMERMEYER: I just want to
- 17 echo my colleagues' thanks for everyone's feedback
- 18 about the impact, especially of what we're
- 19 considering. And the last comment made by the
- 20 commissioner there as well, it's important that we
- 21 maintain the tools that exist under IGRA so that
- 22 we can kind of keep up with trends so that the
- 23 profile of what tribal gaming represents for
- 24 Indian country can be positive. So thank you for
- 25 those comments and thank you for your

1 participation in this consultation series these

- 2 coming weeks.
- 3 MS. ISOM-CLAUSE: So as was
- 4 mentioned a few times, we've allotted until
- 5 February 28th for written comments. So I hope,
- 6 you know, as you mentioned on the way homeward, if
- 7 you have any thoughts on the way home or just
- 8 comments that you prefer to send out through a
- 9 written means, we would definitely appreciate
- 10 hearing those. Oklahoma is a very important
- 11 region, of course, for Indian gaming, so I'm sure
- 12 that there's more dialogue to be had. And if
- 13 instead of written comments, you want to call in
- 14 to Washington, D.C. on February 15 we're having a
- 15 telethon as well as in-person consultations, so
- 16 for folks who aren't traveling or if you are in
- 17 town on that date, we look forward to seeing you
- 18 at that as well.
- 19 Thank you all for being here.
- 20 CHAIRMAN CHAUDHURI: Thank you.
- 21 And as vice chair mentioned, if there's
- 22 any comments -- if folks are in support of any
- 23 provisions, those comments are very much
- 24 appreciated as well. Those are all part of the
- 25 public record. They go into -- they're referenced

- 1 in any preambles to final rules.
- 2 And so, you know, I know for my part
- 3 sometimes I don't say anything unless I'm really
- 4 up in arms about something, but folks that are in
- 5 support of a specific proposal, please feel free
- 6 to send in comments and support for the proposals
- 7 as well.
- 8 So closing thoughts, again, many thanks
- 9 for our team, our excellent team who both in this
- 10 region as well as throughout Oklahoma and
- 11 throughout the agency, folks have been firing on
- 12 all cylinders trying to get these deliverables
- 13 teed up so that we can do what we can do in the
- 14 time that we have.
- So many thanks to the team for today's
- 16 consultation, and many thanks to our tribal
- 17 partners. We always say that we can't do our job
- 18 without strong and positive collaborative
- 19 relationships with our fellow regulators, namely
- 20 the primary regulators of Indian gaming tribal
- 21 nations.
- 22 So many thanks to everyone here, be
- 23 they tribal leadership, travel regulators or folks
- 24 working in the spirit of strong tribal nations
- 25 through Indian gaming.

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Thank you for taking the time to be
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    here today. Safe travels too on the way home.
           (Meeting concluded at 2:10 p.m.)
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1	CERTIFICATE
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3	I, Marcy A. King, a Certified Shorthand
4	Reporter, certify that the NIGC CONSULTATION was
5	taken by me in stenotype and thereafter transcribed
6	by computer and is a true and correct transcript to
7	the best of my ability and was taken by me on January 29, 2018, in Lawton, Oklahoma. Witness my hand and seal of office on
8	
9	this 6th day of February, 2018.
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19	Marcy A. King, CSR, RPR
20	CSR # 0834
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