

# ICGR White Paper Series on the Regulation of Tribal Sports Wagering

*State-Specific Analysis of Applicable Regulation Under Tribal-State  
Compacts in Arizona*

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## **Part I: Project Overview**

Our goal in the *ICGR White Paper Series on the Regulation of Tribal Sports Wagering* is to help identify and understand emerging and best practices in the law, regulation, and public policy of tribal gaming.

As states continue to legalize sports wagering, more tribes are seeking legal, fiscal, and regulatory clarity on whether and how to build out their business models and operational capacity to open sports books or offer mobile wagering. Many questions remain unresolved or are being answered on a case-by-case basis, with compact or regulatory uncertainty, resource inefficiency, or externalities like optimizing the terms of tribal-commercial partnerships placing a drag on tribal market entry.

This White Paper on Arizona and the tribes located there adds to our prior analysis in addressing the question of how tribally owned and operated sports books are being regulated for key markets in states that have legalized sports wagering as an outgrowth of the ICGR's mission to identify best practices for the gaming industry.

Previously, we provided an overview and synthesis of federal regulation (or lack thereof) and took a closer look at regulation of tribal sports wagering in both New York and Washington state to explain and analyze state-specific examples of applicable regulation under Class III tribal-state compacts.

Here, we apply the same methodology to take a closer look at regulation of tribal sports wagering in Arizona to further the ICGR's data relevant to tribal sports books and to consider what data, categories, or metrics would be useful in identifying emerging practices in tribal sports betting regulation, tribal gaming regulation more generally, or in areas relevant to other ICGR initiatives.

In this White Paper on Arizona, we continue to build out our case-study methodology and specify our findings to identify and make accessible information for tribal operators, vendors, and others seeking to enter the tribal sports wagering market, or for regulators and policymakers looking to identify emerging practices that could be wholly adopted or tailored for use in their jurisdictions. As this is the third White Paper in this series, we also expand our prior analysis to begin to identify and describe generalizable models for the regulation of tribal sports betting, with a particular focus on the role of state law. We introduce two generalizable models: the **Compact Model** and the **Combined Model**. We anticipate building out these models through continuing to analyze how tribally owned and operated sports books are being regulated on a state-by-state basis.

By expanding the scope of research to multiple state and tribal jurisdictions and situating them against the backdrop of IGRA's requirements and the scope of federal, state, and tribal legal and regulatory gaming authority, we can begin to identify which research questions and accompanying findings are most useful in understanding how the legalization, regulation, and implementation of tribal sports betting is occurring in rapidly expanding markets.

## 1. Findings

Our key findings across jurisdictions on the availability and transparency of information on tribal sports wagering regulatory frameworks that can be used to identify and develop emerging best practices include:

- The provisions of a tribal-state compact (1) allocating regulatory authority between the tribe and state generally and (2) setting or incorporating minimum standards or other applicable rules and regulations for sports betting specifically are the most significant source of current and reliable information.
- Beyond the tribal-state compact, the ready availability of applicable state or tribal sports-wagering regulations varies by jurisdiction. Tribal regulations are generally more difficult to obtain than state regulations.
- Our key findings from this case study of tribal sports wagering regulation in Arizona include:
- The scope, specificity, and clarity of Arizona's regulations are notable and a useful model for other jurisdictions in terms of detailing substantive and procedural elements of tribal and state regulation of sports betting as well as establishing transparency and public accessibility of its regulations.
- In Arizona, the approach of *combining state-licensed "off-reservation" tribal sports betting with "on-reservation" tribal sports betting under IGRA and the tribal-state compacts* is a potential model for other jurisdictions. (A similar current model is used in Michigan.)
- We identify this as the **Combined Model**, in which tribal sports betting is conducted and regulated through a combination of IGRA and the tribal-state compact (for tribal sports betting conducted on Indian lands), and state law (for tribal sports betting conducted outside of Indian lands but within the state's borders). The Combined Model contrasts with the **Compact Model**, under which tribal sports betting is conducted and regulated according to IGRA and the tribal-state compact, and is confined to Indian lands. The

regulatory approaches described in our prior White Papers on New York and Washington state fall within the Compact Model.

- Arizona’s relatively broad approach to sports betting includes allowance for “event wagering” on esports and other events, portions or combinations of sports events, as well as on fantasy sports, also providing a model for other jurisdictions.
- Arizona’s state gaming agency maintains an informative and relatively robust web site, including publicly available and easily downloadable versions of the current and past compacts, game-specific operational regulations, minimum internal control standards, technical standards, and revenue and other various reports. Web-based transparency of state regulations and standards is a useful model for other jurisdictions.

## 2. Methodology

Our methodology for this case study parallels and builds upon that which we developed in our prior analysis of a different state jurisdiction. We took the following steps for this case study of tribal sports book regulation in Arizona:

- Reviewed NIGC materials for any relevant guidance
- Reviewed information regarding Arizona’s legalization of sports betting
- Reviewed Arizona Department of Gaming website
- Located and reviewed each tribal-state compact entered into in Arizona for provisions related to regulatory authority and sports betting
- Located and reviewed the tribal gaming ordinance of each tribe in Arizona for provisions related to regulatory authority and sports betting
- Sought to locate and identify or determine as possible what entity (e.g., tribal gaming commission) has authority to promulgate regulations specific to sports betting in Arizona
- Sought to locate and review tribal sports betting regulations for each tribe in Arizona
- Conducted web searches for other accessible sources of relevant information (e.g., tribal government websites, journalistic accounts, industry press releases, etc.)

## **Part II: Regulation of Tribal Sports Wagering in Arizona**

### **1. Executive Summary**

Arizona legalized sports betting in 2021, through amendments to a 2003 uniform tribal-state compact governing retail and mobile sports wagering on Indian lands, as well as through a state law, H.B. 2772, authorizing a total of 20 state licenses to offer fantasy sports and event wagering within the state's borders.

The state negotiated identical amended compacts (the 2021 compacts) with all but two tribes to permit "event wagering." The 2021 compacts authorize wagering on sports, portions or combinations of sports, esports, other events, and fantasy sports, as well as mobile wagering on the same. The 2021 compacts also increase the number of gaming devices a tribe may operate, permit tribes to operate additional casino games including craps and roulette, and extend the term of the compacts for an additional 20 years. The 2021 compacts continue to include revenue sharing provisions under which tribes pay a share of their net win from Class III gaming in exchange for substantial exclusivity over most casino games, with exceptions for exclusivity over sports betting and fantasy sports (as noted below, Arizona also authorized commercial event wagering).

Under the 2021 compacts and H.B. 2772, tribes may operate retail and mobile sports betting at existing tribal casinos, and up to 10 tribes (along with up to 10 sports organizations) may be licensed by the Arizona Department of Gaming to operate off-reservation mobile sports betting. Tribal sports betting at tribal casinos is governed by the compacts and IGRA; tribal off-reservation sports betting is governed by state law and regulation.

Appendix K to the 2021 compacts includes regulatory standards for event wagering conducted at tribal casinos, including licensure and other general regulatory and reporting requirements; integrity monitoring and geofencing; technical and other standards for event wagering systems; rules for authorized wagers and events; operational requirements; minimum internal control standards; and the calculation of "net win" on sports wagering for purposes of revenue sharing under the compact.

The Arizona Department of Gaming also adopted final rules with regard to event wagering and fantasy sports operated under state licenses. The final rules cover many of the same categories as included in Appendix K, with greater detail afforded state licensing requirements and procedures.

*Methodology or emerging practices notes:*

- Arizona’s approach under what we identify as the **Combined Model**—state licensure of tribal sports betting that occurs off of Indian lands combined with amended compacts to permit sports betting at tribal casinos on Indian lands—is similar to Michigan’s.
- Arizona broadly permits “event wagering,” defined to include accepting wagers on “sports events or other events, portions of sports events or other events, the individual performance statistics of athletes in a sports event or combination of sports events or the individual performance of individuals in other events or a combination of other events by any system or method of wagering, including in person or over the internet through websites and on mobile devices.” Arizona also permits wagering on fantasy sports.
- The Arizona Department of Gaming maintains a relatively robust web site, including information about licensing and approved operators, and easily downloadable versions of the current and past compacts, game-specific operational regulations, minimum internal control standards, technical standards, revenue, revenue sharing (“tribal contributions”), and other various data or reports on the current status of tribal gaming.
- Arizona may be a useful model for other jurisdictions, in terms of concurrent tribal and state regulation of sports betting on Indian lands as well as transparency and public accessibility of its regulations.

## 2. Tribal Casinos in Arizona

There are 22 federally acknowledged tribes with Indian lands within Arizona. All 22 tribes have entered into Class III compacts with the state (either the 2021 compacts or the 2003 compacts<sup>1</sup>); 16 tribes operate 24 casinos while the remaining six tribes do not operate casinos but lease their “slot machine rights” assigned under their compacts to other tribes within the state under “transfer agreements.” (There also are two Class II gaming facilities in the state.)

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<sup>1</sup> Following the November 2002 approval of Proposition 202 (“Indian Gaming and Self-Reliance Act”), which authorized the continuation of Indian gaming in Arizona and instituted tribal revenue-sharing payments to the state, the state entered into new compacts with 16 tribes; the following year, the state negotiated substantially similar compacts with an additional five tribes. The Hopi Tribe entered into a substantially similar gaming compact with Arizona in November 2017, resulting in “2003 compacts” with 22 federally recognized tribes. The 2003 compacts include revenue sharing provisions, under which tribes pay a percentage of their “net win” (gross gaming revenue minus costs and expenses) on a sliding scale ranging from 0.75% (for smaller operations) to 8% (for net win over \$100M) to the “Arizona Benefits Fund,” which is distributed for specified purposes.

(See Figure 1.) The largest tribal casinos are operated by the Ak-Chin Indian Community (Harrah's Ak-Chin Casino), the Gila River Indian Community (Gila River Casinos in Lone Butte, Vee Quiva, and Wild Horse Pass), the Navajo Nation (Twin Arrows Casino), the Pascua Yaqui Tribe of Arizona (Casino del Sol), Salt River Pima-Maricopa Indian Community (Casino Arizona and Talking Stick Resort and Casino), and the Tohono O'odham Nation (Desert Diamond Casinos in Tucson and West Valley).

As of November 1, 2021, the state had negotiated uniform amended compacts with 20 tribes (the 2021 compacts), all of which were approved by the U.S. Interior Secretary and published in the Federal Register, with effective dates of May 24, 2021. (Two tribes, including the Yavapai-Prescott Indian Tribe, have not entered into the 2021 amended compact with the state. The Yavapai-Prescott Indian Tribe filed a state lawsuit, claiming that H.B. 2772 violated state law and seeking an injunction to prevent the state from launching commercial and tribal off-reservation sports wagering. In September 2021, the state trial court declined to issue the injunction. The lawsuit is not fully resolved, however; the parties continue to litigate the case.<sup>2</sup>)

Under the 2021 compacts, tribes may operate retail or mobile sports wagering at tribal casinos on Indian lands. Some tribes have not yet operationalized sports betting at their casinos. Based on multiple sources, including the tribal casino websites, these tribal sports betting operations appear to be operational or have planned launches as of November 1, 2021:

- Gila River Indian Community's Gila River Casinos in Lone Butte, Vee Quiva, and Wild Horse Pass (all partnered with BetMGM) ("coming soon" with scheduled openings in November 2021)
- Tonto Apache Tribe's Mazatzal Hotel and Casino in Payson (partnered with TwinSpire Sportsbook)
- Quechan Tribe of the Fort Yuma Reservation's Paradise Casino in Yuma (partnered with Unibet) (kiosks and mobile launched)
- San Carlos Apache Tribe's Apache Gold Casino Resort in San Carlos (partnered with WynnBET) ("coming soon")
- Fort McDowell Yavapai Nation's We-Ko-Pa Casino Resort in Fort McDowell (partnered with Betfred Sports) ("we're almost there...")
- Tohono O'odham Nation's Desert Diamond Casinos in Tucson and West Valley (partnered with Kambi Group) (kiosks and mobile app planned)

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<sup>2</sup> Yavapai-Prescott Indian Tribe v. Ducey, CV2021-013497 (filed Aug. 26, 2021 in Maricopa County Superior Court).

- Ak-Chin Indian Community's Harrah's Ak-Chin Hotel and Casino in Maricopa (partnered with Caesars Sportsbook) (app launched)

Under H.B. 2772, the state authorized a total of 20 sports betting licenses: 10 for sports organizations<sup>3</sup> and 10 for tribes. These state licenses allow tribes to offer mobile sports betting outside of Indian lands. To be eligible, a tribe must have entered into the 2021 compact. As of November 1, 2021, all 10 of the state licenses for tribes had been awarded:

- Fort Mojave Indian Tribe (SuperBook Sports)
- Navajo Nation (TBD)
- Fort Yuma Quechan Indian Tribe (Kindred Group/Unibet)
- Tonto Apache Tribe (TwinSpires/Churchill Downs)
- Tohono O'odham Nation (TBD)
- Hualapai Tribe (Golden Nugget)
- Ak-Chin Indian Community (Fubo Gaming Inc.)
- San Juan Southern Paiute Tribe (Digital Gaming)
- San Carlos Apache Tribe (WynnBET)
- Fort McDowell Yavapai Nation (Betfred Sports)

*Methodology or emerging practices notes:*

- While authorizing 10 licenses for commercial sports organizations, the state also authorized far fewer tribal licenses (10) for sportsbooks than tribes with current Class III gaming operations (16) or eligible tribes overall (22). The state therefore generated market scarcity and a competitive environment for tribal sports wagering licenses and with commercial operators.
- The licenses allowing professional sports teams and venues to offer both retail sportsbooks and mobile sports betting represent the most widespread state-sanctioned partnership with major-league sports franchises or operations. They also contribute to direct competition with tribal sports wagering operations.

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<sup>3</sup> The state licenses allow professional sports teams and venues to offer both retail sportsbooks and mobile sports betting. As of November 1, 2021, eight of 10 licenses had been awarded: Arizona Cardinals (BetMGM), Arizona Diamondbacks (Caesars Entertainment), Phoenix Suns (FanDuel Group), Arizona Coyotes, Phoenix Mercury (Ballys Corp.), TPC Scottsdale (DraftKings Inc.), Phoenix Speedway (Penn National's Barstool Sportsbook), and Arizona Rattlers (Rush Street Interactive).



- All of the retail casino tribal sports betting operations will be partnered with (“powered by”) commercial vendors, almost all of which are apex name-brand industry vendors with vertical operational stacks.
- The state authorized mobile licenses off of tribal lands. These, too, are partnered with name-brand commercial vendors.

### 3. Arizona Tribal-State Compacts: Provisions Relevant to Sports Betting Regulation

The 2003 and 2021 tribal-state compacts, along with appendices, are available on the Arizona Department of Gaming’s website at <https://gaming.az.gov/tribal-gaming/gaming-compact-statutes>. (The current compact for each tribe also is available at <https://www.bia.gov/as-ia/oig/gaming-compacts>.)

**Permitted Games.** Each tribe that has a 2021 compact is permitted to operate “event wagering” and “fantasy sports contests.”<sup>4</sup> Event wagering is broadly defined to include accepting wagers on “sports events or other events, portions of sports events or other events, the individual performance statistics of athletes in a sports event or combination of sports events or the individual performance of individuals in other events or a combination of other events by any system or method of wagering, including in person or over the internet through websites and on mobile devices.” Esports events are expressly included.

**State Regulation.** Arizona takes an “active” regulatory role under the compacts, with regular monitoring of tribal gaming operations by state regulators. (This classification of the state’s regulatory activity by degree is pursuant to the GAO’s 2015 report on Class III tribal gaming regulation; see methodology or emerging practices note below.)

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<sup>4</sup> Section 3(a), “Authorized Class III Gaming Activity as of Effective Date,” of the 2021 compact provides,

(1) Subject to the terms and conditions of this Compact, the Tribe is authorized to operate the following Gaming Activity: (1) Class III Gaming Devices, (2) blackjack, (3) jackpot poker (including promotional award poker and house banked poker), (4) keno, (5) lottery, (6) off-track pari-mutuel wagering, (7) pari-mutuel wagering on horse racing, (8) baccarat, (9) roulette, (10) craps, (11) sic bo, (12) pai gow, (13) dealer controlled electronic table games, (14) event wagering, (15) fantasy sports contests, and (16) other Gaming Activity pursuant to Section 3(a)(2).

(2) Pursuant to procedures in Section 3(b)(3), the Tribe may propose that any additional Gaming Activity be authorized pursuant to this Compact.

The 2021 compacts charge each tribal gaming regulatory authority (commonly referred to as TGRAs, and referred to as “Tribal Gaming Offices” under the Arizona compacts) with responsibility for the regulation of all gaming activity pursuant to the tribe’s gaming ordinance, as well as with enforcement of the compact and appendices. Tribal gaming offices are required to notify the Arizona Department of Gaming of any violations or suspected violations, and to provide the state agency with access to ongoing investigations.

The compacts require *concurrent state and tribal regulatory jurisdiction*. For gaming conducted pursuant to the compacts, the Arizona Department of Gaming has regulatory and oversight authority as provided in the compacts, including unrestricted access to tribal casinos and records. The state agency conducts biennial comprehensive reviews of each tribal casino’s compliance with the compacts. The tribal and state regulatory authorities also meet at least quarterly “to review past practices and examine methods to improve the regulatory program created by this Compact and its appendices.” Both the tribal and state regulatory authorities have authority to promulgate rules that incorporate the compact provisions.

Specific to sports betting, Appendix K (Standards for Event Wagering) to the 2021 compacts (available at <https://gaming.az.gov/tribal-gaming/gaming-compact-statutes>) includes detailed requirements in these areas:

- *General requirements* (licensing, equipment, access to records and reports, responsible advertising, policies and procedures, reporting, self-exclusion and responsible gaming, wagers)
- *Integrity monitoring and geofencing*
- *Event wagering system and testing* (servers and cloud storage, technical standards, event wagering systems, event wagering system testing, change management, event wagering system recertification, system self-monitoring of critical components, event wagering system communication, integrity and security assessment)
- *Event wagering system shipping and installation*
- *Event wagering* (authorized wager types, authorized events, prohibited wagers, events and wagers, wager rules, layoff wagers)
- *Operational requirements* (house rules, player account creation, player account terms and conditions, player account maintenance, promotions and/or bonuses, tournaments)
- *Minimum internal control standards* (cashiering, accounting, internal audit, surveillance)
- *Net win calculation* (for purposes of revenue sharing under the compacts).

Under the provisions in Appendix K, all event wagering employees must be *licensed* by the tribal gaming regulatory authority and certified by the Arizona Department of Gaming. Similarly, all event wagering system equipment, services, and supplies must be provided by vendors licensed by the tribe and certified by the state. The state Department of Gaming has access to all records of event wagering activities, including daily activity and accounting records, and security, surveillance, and investigative reports.

Other notable requirements included in Appendix K are—

- *Authorized Sports Events and Wagering Catalogue* that lists every event and wager type offered, with approval by both the tribal regulatory authority and state Department of Gaming
- *Prohibitions against wagers* on high school events as well as wagers on injuries or penalties, and restrictions on wagers during collegiate sports events
- *Independent lab testing* of the tribe’s event wagering system (defined as all hardware, software, firmware, communications technology, or other equipment to allow placing of wagers, including retail and mobile platforms and kiosks), with certification provided to tribal and state regulators benchmarked by specified minimum standards (Gaming Laboratories International GLI-33: Standards for Event Wagering Systems)
- *Integrity monitoring service provider* must be utilized by each tribal gaming operator, with reporting requirements to both the tribal gaming regulatory authority and the state Department of Gaming
- *Player Accounts* to engage in mobile wagering, including requirements regarding in-person or electronic registration, account funding, and account controls.

*Methodology or emerging practices notes:*

- The U.S. General Accounting Office (GAO) conducted a broad analysis in 2015 of Class III gaming regulation. It classified states as having either an “active, moderate, or limited” regulatory role. The categorization of Arizona as an “active” regulatory regime reflects the concurrent regulatory jurisdiction of the tribe and the state as well as the state’s robust access to tribal operations and records; this approach is further reflected or extended in the state’s role in the regulation of tribal sports wagering.
- Arizona’s approach to concurrent regulation between state and tribal authorities is notable. Washington state takes a similar approach.

**Mobile Wagering.** The 2021 compacts permit mobile wagering on the tribe’s Indian lands. This wagering is conducted in accordance with the compacts, Appendix K (event wagering), and the tribal gaming ordinances. H.B. 2772 also authorizes tribes to conduct mobile wagering off-reservation throughout the state under state license. The Arizona Department of Gaming is charged with implementing the licensing process for both the 10 tribal licenses and the 10 sports organization licenses authorized by the state. The Department of Gaming issued final rules for event wagering (as well as final rules for fantasy sports contests). The state final rules for event wagering are similar, but not identical, to the requirements in Appendix K. The final rules, along with licensing forms and information, are available on at <https://gaming.az.gov/ewfs/forms-licensing-fees>.

*Methodology or emerging practices notes:*

- Arizona’s approach to tribal mobile wagering on Indian lands under the compacts, and both tribal and commercial mobile wagering off-reservation under state license, falls within what we identify as the **Combined Model** and is similar to that authorized in Michigan.
- This approach of authorizing mobile wagering both on- and off-reservation under separate (but similar) regulatory schemes appears to be emerging as an aspect of the **Combined Model** for other states to consider.

**Revenue Sharing.** The 2021 compacts did not significantly change the tribes’ revenue sharing obligations under the 2003 compacts. The 2021 compacts’ Appendix K provides that the tribe’s revenue from its event wagering will be included in the calculation of Class III net win to determine the tribe’s payments to the state.

The 2021 compacts include a “poison pill” provision: if state law changes to permit the operation of any of the permitted games outside of tribal casinos, other than event wagering and fantasy sports (along with some exceptions for lottery games and charity “casino nights,”), then the tribes’ revenue sharing obligations are dramatically reduced and the compact limits on the number of gaming devices and table games each tribe may operate are automatically lifted.

The 2021 compacts created a “Compact Trust Fund,” presumably modeled on California’s “Revenue Sharing Trust Fund,” under which tribes with qualifying gaming operations make payments into a fund that is distributed to eligible tribes within the state. In Arizona, only three tribes—Gila River Indian Community, Salt River Pima-Maricopa Indian Community, and Tohono O’odham Nation—make payments into the Compact Trust Fund. Beneficiary tribes include those tribes that have entered into the 2021 compacts and do not operate a casino.

*Methodology or emerging practices notes:*

- Arizona’s approach to revenue sharing largely avoids raising the potentially complicating question of the interaction of compact exclusivity and revenue-sharing provisions in other states, such as New York and Florida, especially related to the legalization of mobile sports wagering. It therefore is notable as a potential model for other jurisdictions.
- The “poison pill” provision also is notable for its guide rails against significant changes to exclusivity of tribal gaming under the compacts.
- Additionally, Arizona’s adoption of a Compact Trust Fund to benefit tribes without gaming operations is notable.

**4. Tribal Law & Regulation: Tribal Gaming Ordinance, Tribal Gaming Regulatory Authority**

Approved tribal gaming ordinances for each of the tribes operating Class III gaming in Arizona are available from the National Indian Gaming Commission at <https://www.nigc.gov/general-counsel/gaming-ordinances>. *Notably, none of the tribes’ gaming ordinances speak directly to sports wagering at this time;* however, given the 2021 compact’s provisions regarding the obligations of the tribal gaming regulatory authority, some tribes may opt to revise their gaming ordinances to align with these obligations.

Each of the tribes that operates a casino has a tribal gaming regulatory authority (TGRA) as provided by the tribe’s gaming ordinance and as required by the tribal-state compacts. The tribal-state compacts use the term “Tribal Gaming Office” (TGO) to refer to the TGRA. The 2021 compacts generally detail the required scope of authority of the TGO, which includes licensing of tribal casino facilities, employees, management contractors, and other vendors and service providers, as well as “responsibility for the regulation of all Gaming Activity pursuant to the Tribe’s Gaming Ordinance and for the enforcement of this Compact and its appendices on behalf of the Tribe.”

As described above, the Arizona Department of Gaming has concurrent regulatory authority: “The State Gaming Agency has the regulatory responsibility over Gaming Activity which is specifically set out in this Compact.” Additionally, as discussed above, the provisions of Appendix K detail both tribal and state regulatory authority specific to event wagering. Contact information for each of the tribal gaming offices is available at <https://gaming.az.gov/tribal-gaming/casino-tribal-gaming-offices>. The web presence of most tribal gaming offices is not robust; typically, only contact information is listed.

The tribal gaming offices with more information available on their websites are noted in the table below.

<b>Tribe (entered into 2021 compact &amp; operates a casino)</b>	<b>Tribal Gaming Office (website noted if provides additional information)</b>
Ak-Chin Indian Community <i>Harrah's Ak-Chin Hotel and Casino</i>	
Cocopah Tribe of Arizona <i>Cocopah Casino Resort &amp; Conference Center</i>	
Colorado River Indian Tribes of the Colorado River Indian Reservation <i>Blue Water Resort &amp; Casino</i>	
Fort McDowell Yavapai Nation <i>We-Ko-Pa Resort &amp; Conference Center</i>	<a href="http://www.fmtgo.org/">http://www.fmtgo.org/</a> (vendor licensing information)
Fort Mojave Indian Tribe of Arizona, California & Nevada <i>Spirit Mountain Casino</i>	
Gila River Indian Community of the Gila River Indian Reservation <i>Wild Horse Pass Hotel &amp; Casino</i> <i>Lone Butte Casino</i> <i>Vee Quiva Hotel &amp; Casino</i>	
Navajo Nation <i>Twin Arrows Navajo Casino Resort</i>	<a href="https://www.nngro.navajo-nsn.gov/">https://www.nngro.navajo-nsn.gov/</a> (mission statement, reporting of unauthorized online bingo, link to tribal gaming ordinance and other applicable laws)
Pascua Yaqui Tribe of Arizona <i>Casino of the Sun</i> <i>Casino del Sol Resort</i>	<a href="https://www.pascuayaqui-nsn.gov/tribal-code/ch-2-10-tribal-gaming-office/">https://www.pascuayaqui-nsn.gov/tribal- code/ch-2-10-tribal-gaming-office/</a> (link to provisions in tribal code regarding tribal gaming office)

Quechan Tribe of the Fort Yuma Indian Reservation <i>Paradise Casino</i>	
Salt River Pima-Maricopa Indian Community of the Salt River Reservation <i>Casino Arizona</i> <i>Talking Stick Resort</i>	
San Carlos Apache Tribe of the San Carlos Reservation <i>Apache Gold Casino Resort</i> <i>Apache Sky Casino</i>	
Tohono O'odham Nation of Arizona <i>Desert Diamond Casino West Valley</i> <i>Desert Diamond Tucson</i> <i>Desert Diamond Sahuarita</i>	<a href="http://www.tonation-nsn.gov/administrative-offices/gaming-office/">http://www.tonation-nsn.gov/administrative-offices/gaming-office/</a> (mission statement, description of departments within tribal gaming office)
Tonto Apache Tribe of Arizona <i>Mazatzal Hotel &amp; Casino</i>	
White Mountain Apache Tribe of the Fort Apache Reservation <i>Hon-Dah Resort Casino &amp; Conference Center</i>	
Yavapai-Apache Nation of the Camp Verde Indian Reservation <i>Cliff Castle Casino Hotel</i>	

*Methodology or emerging practices notes:*

- Most of the tribal gaming offices do not maintain webpages; those that do provide little beyond basic information.
- The vast majority of tribal gaming regulation information therefore is maintained at the Arizona Department of Gaming website.

**5. State Law & Regulation: Provisions Relevant to Sports Betting Regulation, State Regulatory Authority for Tribal Gaming**

The Arizona Department of Gaming (ADG) is the state agency charged with regulating tribal gaming, racing and pari-mutuel/simulcast wagering, and unarmed combat sports. ADG also provides and supports problem gambling prevention, education, and treatment programs through its Division of Problem Gambling. The ADG is organized around two general areas: the racing division and everything else (including tribal gaming). Information on the ADG's staffing, as well as an organizational chart, is available at <https://gaming.az.gov/about/staff>. Notably,



the ADG has a *strategic plan* (available at <https://gaming.az.gov/about>) that includes as a priority implementing the 2021 compacts.

As discussed above, the 2021 compacts, along with Appendix K, detail the concurrent regulatory approach between the ADG and the tribal gaming regulatory authorities. For event wagering, the ADG is charged with the state’s regulatory role with regard to compliance with the 2021 compacts, as well as the state’s regulatory role with regard to all “off-reservation” sports betting, whether under the licenses reserved for tribes or for sports organizations.

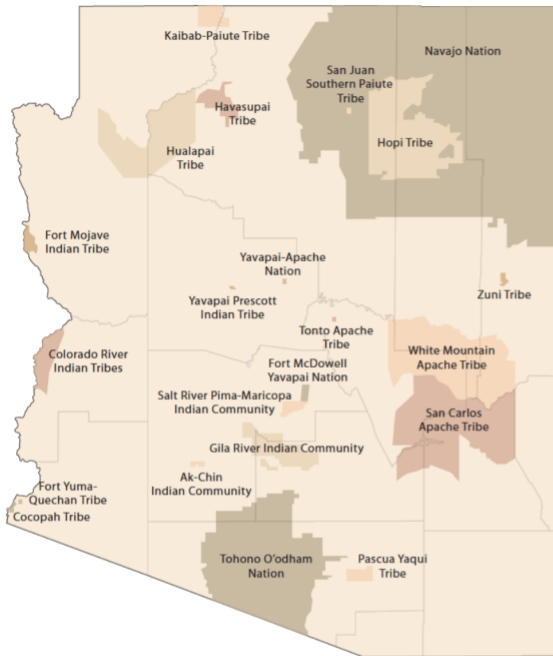
The ADG website includes relatively robust information about event wagering, including a set of FAQs (<https://gaming.az.gov/about/faq>) as well as information regarding forms, licensing, and fees; patron disputes; a master catalog of approved wagers and events; and relevant statutes, rules, and policies (<https://gaming.az.gov/ewfs-home-page>). The ADG’s final rules for event wagering (as well as fantasy sports), along with documents related to the rulemaking process, are available at <https://gaming.az.gov/resources/statutes-rules-policies#event-wagering>.

*Methodology or emerging practices notes:*

- The Arizona Department of Gaming website contains relatively robust and easily accessible information with regard to the ADR’s regulation of sports wagering under both the 2021 compacts and the state licenses.
- The ADR’s website also maintains a repository of current (<https://gaming.az.gov/resources/reports>) and archived (<https://gaming.az.gov/resources/reports#tribal-gaming-report-archive>) tribal gaming reports that is more extensive and transparent than that of a number of other states.



**Figure 1**  
**Tribal Lands and Casinos in Arizona**



**Ak-Chin Indian Community**  
*Harrah's Ak-Chin Hotel and Casino*

**Cocopah Tribe**  
*Cocopah Casino Resort & Conference Center*

**Colorado River Indian Tribes**  
*Blue Water Resort & Casino*

**Fort McDowell Yavapai Nation**  
*We-Ko-Pa Resort & Conference Center*

**Fort Mojave Indian Tribe**  
*Spirit Mountain Casino*

**Fort Yuma-Quechan Tribe**  
*Paradise Casino*

**Gila River Indian Community**  
*Wild Horse Pass Hotel & Casino*  
*Lone Butte Casino*  
*Vee Quiva Hotel & Casino*

**Havasupai Tribe**

**Hualapai Tribe**

**Hopi Tribe**

**Kaibab-Paiute Tribe**

**Navajo Nation**  
*Twin Arrows Navajo Casino Resort*

**Pascua Yaqui Tribe**  
*Casino of the Sun*  
*Casino del Sol Resort*

**Salt River Pima-Maricopa Indian Community**  
*Casino Arizona*  
*Talking Stick Resort*

**San Carlos Apache Tribe**  
*Apache Gold Casino Resort*  
*Apache Sky Casino*

**San Juan Southern Paiute Tribe**

**Tohono O'odham Nation**  
*Desert Diamond Casino West Valley*  
*Desert Diamond Tucson*  
*Desert Diamond Sahuarita*  
*Desert Diamond Why*

**Tonto Apache Tribe**  
*Mazatzal Hotel & Casino*

**White Mountain Apache Tribe**  
*Hon-Dah Resort Casino & Conference Center*

**Yavapai-Apache Nation**  
*Cliff Castle Casino Hotel*

**Yavapai Prescott Indian Tribe**  
*Yavapai Casino*  
*Bucky's Casino*

**Zuni Tribe**

## About the Authors of this Report

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Kathryn Rand is Professor of Law and Co-Director of the Institute for the Study of Tribal Gaming Law and Policy at the University of North Dakota. In spring 2022, she will be the Inaugural Visiting Professor in Indian Nations Gaming & Governance at the Boyd School of Law at the University of Nevada, Las Vegas (UNLV), where she also is Senior Distinguished Fellow in Tribal Gaming at the International Center for Gaming Regulation (ICGR). At UND, the Tribal Gaming Institute is the first university research center dedicated to advancing knowledge and understanding of Indian gaming. With Institute Co-Director Steve Light (UND College of Business & Public Administration), Rand has published and presented extensively on the law, policy, regulation, and socioeconomic impacts of gaming. Their most recent book is *INDIAN GAMING LAW: CASES AND MATERIALS*, 2d ed. (2019). Rand serves on the Editorial Board of the *Gaming Law Review*, is Vice President for Educator Members of the International Masters of Gaming Law, and is a member of the American Bar Association Business Law Section's Gaming Law Committee. She has been quoted extensively in such media as the *New York Times*, *Washington Post*, NPR, and *Indian Country Today*.

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