

Section 2 **Oregon Casinos and Tribes**

There are nine federally recognized tribes based in Oregon and eight operate casinos. The first tribal owned casino opened twenty-three years ago.

Although tribes are sovereign nations, the State of Oregon exercises considerable control over the size and location, types of games, regulations, and other important features of the nine tribal casinos. To build and run a casino, a tribe and the Governor must first negotiate an agreement or compact (currently, in Oregon, these are called “Class-III Gaming Compacts”) that determines the key features of the casino. Class-III games cover most of one finds in casinos: slot machines, roulette, craps, blackjack, horserace betting, keno, and the like.

Some casinos have had Class-II gaming over the years. In these games players play against one another rather than against the house (casino). Class-II games include poker, bingo, pulltabs, and raffles. The bingo games can be electronic and run off machines that simulate slot machines.

Casinos in 2017

Casinos are located on tribal lands in predominantly in non-urban areas. The average town in Oregon that had a tribal casino in 2017 had 7,621 residents. Six casinos have hotels that collectively provide 1,387 rooms. Because of their locations, tribes are major drivers of the rural Oregon economy through their employment and spending, and ability stimulating tourism. Figure 1 is a map of the casinos that operated in 2017.

Figure 1: Tribal Casinos in Oregon, 2017

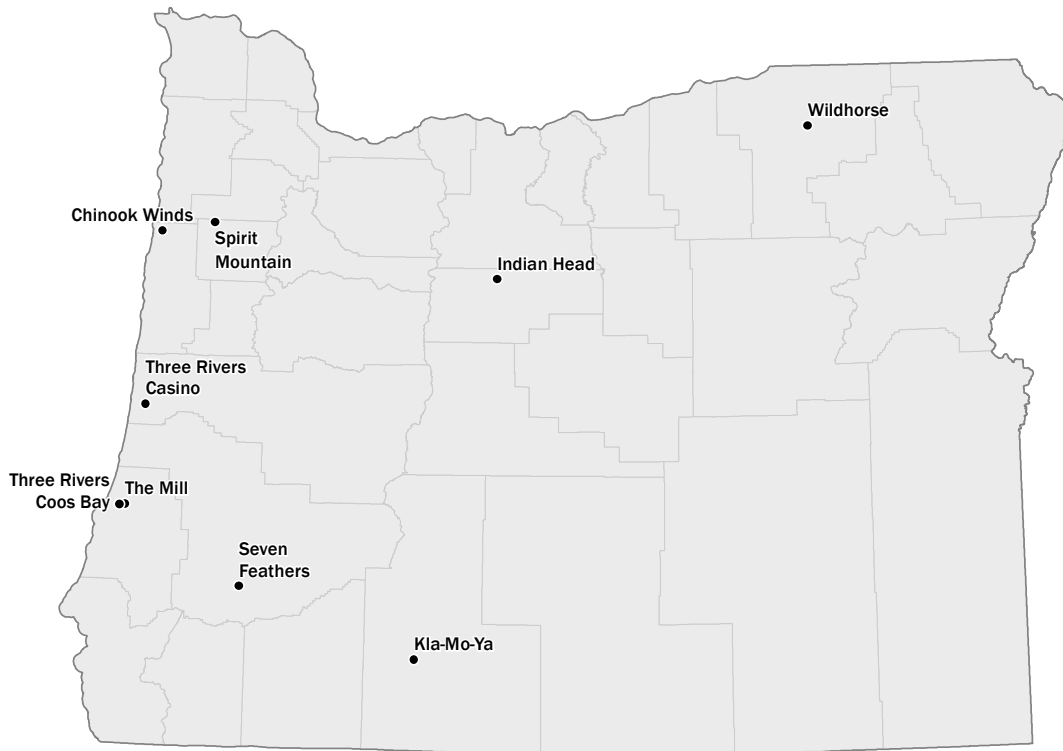


Table 1 lists the names, locations, tribal ownerships, opening dates, and number of hotel guest rooms at the casinos.¹

Table 1: Tribal Casinos in Oregon

2017 Census Population	Tribe	First Opened	Hotel Rooms
8,665	Confederated Tribes of Siletz Indians	May 1995	243
3,609	Confederated Tribes of Warm Springs	May 1995	-
740	The Klamath Tribes	July 1997	-
1,925	Cow Creek Band of Umpqua Tribe of Indians	April 1994	300
1,598	Confederated Tribes of Grand Ronde	October 1995	250
9,800	Coquille Indian Tribe	May 1995	203
8,745	Confederated Tribes of the Coos, Lower Umpqua & Siuslaw Indians	June 2004	90
16,615	Confederated Tribes of the Coos, Lower Umpqua & Siuslaw Indians	May 2015	-
16,890	Confederated Tribes of the Umatilla Indian Reservation	Nov 1994	301
7,621		Total rooms ->	1,387

Sources: U.S. Census, PSU Center for Population Research, tribal websites, and OTGA members.

¹ Opening dates refer to a tribe’s first gaming operations whether in a permanent or temporary facility. The Wildhorse and Chinook Winds casinos started in temporary structures. Three Rivers also began in a temporary structure that was replaced with a permanent casino building in late 2007. The Warm Springs relocated to a new casino in 2012.

The first Indian gaming facility in Oregon was the Cow Creek Bingo Hall. It opened in April 1992 in Canyonville, south of Roseburg. The bingo hall was replaced on April 29, 1994 with a casino with video lottery terminals or VLTs. Similar to VLTs owned by the Oregon Lottery, VLTs are effectively the same as modern slot machines found at casinos in Las Vegas. By the end of 1995, five other tribes opened their own casinos. By June 2004 there were nine.

On February 2012, the Warm Springs closed their casino at the Kah-Nee-Ta Resort and opened a new casino, named Indian Head, that same month. Since the new casino has no hotel attached to it and is 14 miles from Kah-Nee-Ta, no hotel rooms are indicated for the Warm Springs’ casino on Table 1. On November 2012, the Burns Paiute closed the Old Camp Casino and intend to build a new casino. On May 2015, the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians opened a class-II (electronic bingo) gaming machine casino in Coos Bay. The Warm Springs opened a small class-II gaming center in spring 2018.

The initial gaming compacts limited tribes to only one type of casino table game—blackjack. In January 1997, the Grand Ronde negotiated a change that allowed them to install roulette, craps, and other casino table games in exchange for funding a charitable foundation with a share of the casino’s profits. Since then, the Coos, Lower Umpqua, and Siuslaw, the Siletz, Cow Creek, Coquille, and Umatilla have amended their compacts similarly.

Casino Capacity

The nine casinos, which operated in 2017, had 7,465 VLTs. Being much larger, the Oregon Lottery had 11,817 VLTs spread over 3,932 locations throughout the state. Tribal casinos had 113 house-banked table games (e.g., blackjack, craps, roulette), 20 poker tables, and 1,705 seats in five bingo halls. Five casinos also offered keno. All nine tribal casinos in 2017 had restaurants and lounges with total seating capacity for 4,573.

Table 2: Oregon Tribal Casino & Lottery Gaming Capacity

Gaming Venue in Oregon	VLTs*	Table Games	Poker Tables	Bingo Seats	Keno Wagering Outlets	Restaurant & Lounge Seating
<u>Tribal casinos</u>						
Chinook Winds	1,076	22	4	600	1	863
Indian Head	517	6	-	-	-	120
Kla-Mo-Ya	352	3	-	-	-	120
Seven Feathers	950	19	-	360	1	984
Spirit Mountain	1,720	28	9	120	1	893
The Mill	690	12	-	-	-	504
Three Rivers Casino	700	9	3	500	1	475
Three Rivers Coos Bay	250	-	-	-	-	20
Wildhorse	1,210	14	4	125	1	594
Total Tribal Gaming	7,465	113	20	1,705	5	4,573
<u>Oregon Lottery:</u>						
At lottery retailers	11,817	-	-	-	3,932	-

* Includes Class-II bingo VLTs.
Sources: OTGA members, casino websites, and the Oregon Lottery.

The number of VLTs at tribal casinos peaked at 7,611 in 2013 and has since declined. They have added bingo seats and reduced the number of poker tables.

The Oregon Lottery also reduced the number of VLTs in the last two years. There were fewer lottery retailers (mostly bars) in 2017, as shown in Table 3

Table 3: Trends in Gaming Capacity, 2011 to 2017

Game Type and Location	2011	2012	2013	2014	2015	2016	2017
<u>At Tribal Casinos:</u>							
VLTs*	7,439	7,411	7,611	7,395	7,611	7,583	7,465
Table games	116	117	111	113	111	113	113
Poker tables	38	28	28	23	23	20	20
Bingo seats	1,323	1,329	1,047	1,287	1,287	1,823	1,705
<u>At Oregon Lottery Retailers:</u>							
VLT machines	12,145	12,113	11,944	11,911	11,907	11,926	11,742
Video Lottery retailers	2,323	2,296	2,259	2,245	2,232	2,233	2,222
All retailers (mid-year)	3,901	3,907	3,848	3,843	3,939	3,920	3,932

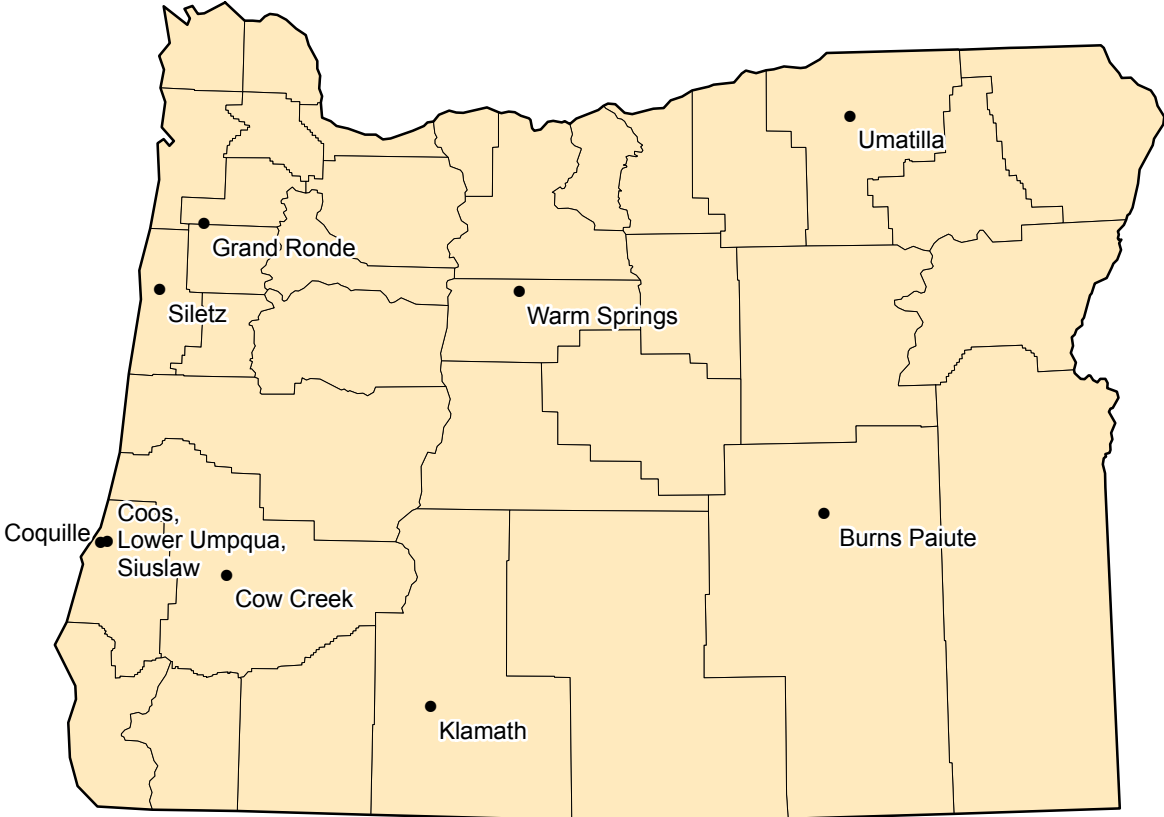
* Includes Class-II bingo VLTs.

Sources: Tribal reports and the Oregon Lottery.

Tribes in Oregon

Figure 2 is a map showing the principal locations of the nine federally recognized tribes that are based in Oregon. Beside the areas noted on this map, most tribes have land parcels that are not contiguous to these principal locations.

Figure 2: Tribes based in Oregon, locations of headquarters



Sources: ECONorthwest and websites of tribal governments.

In addition to the nine tribes, a portion of the Fort McDermitt Paiute-Shoshone Indian Reservation extends into the southeastern corner of Oregon. That tribe, however, is based in Nevada. Also, the Celilo-Wyam, a non-federally recognized intertribal Indian community, has joint use of the Celilo Village trust land property in Wasco County near the site of the former Celilo Falls.

The Burns Paiute Tribe

The 349 members of the Burns Paiute Tribe descend from the Wadatika band of Paiute. They lived and seasonally migrated over a vast 5,200 square mile territory. It extended from the Cascade Mountain Range in central Oregon to the Payette Valley north of Boise, Idaho; and from southern parts of the Blue Mountains near the headwaters of the Powder River north of John Day, to the desert south of Steens Mountain.

In 1873, a 1.8 million-acre Malheur Reservation was formed in southeastern Oregon for the tribes of the region. This land was taken from the tribes. In the winter of 1879 over 500 Paiute were marched to Washington and forced to relocate on the Yakama Reservation and Fort Vancouver. Many of those at Fort Vancouver subsequently were relocated to the Warm Springs Reservation.

Many of the members of the Wadatika band on the Yakama Reservation moved back to Burns. In 1928, a local land company gave the Burns Paiute 10 acres of land just outside the city. In 1969, after a 35-year court case, the tribe was awarded a small sum of money for the lands taken from the Malheur Reservation. In 1972, the Burns Paiute were recognized as an independent Indian Tribe. Today the Burns Paiute Tribe has 377 members and their reservation covers just 770 acres north of the city of Burns in Harney County. The tribe's Old Camp Casino Washington was located there.²

The Burns Paiute opened the Old Camp Casino in August 1998 using a previously closed casino moved from the Lummi Nation in Bellingham, Washington. Physical deterioration and a weak local market led to the Tribe to close Old Camp on November 25, 2012. The Burns Paiute Tribe hopes to build a new casino.

The Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw Indians

The Coos, Lower Umpqua, and Siuslaw Indians are three tribes organized into a confederation of 953 members. They occupied southwest Oregon coastal areas along the three major rivers in Coos, Douglas, and Lane Counties that were named after the tribes.

In 1855, coastal tribes signed a treaty with the U.S. Government, but a year later the Rogue River War broke out south of Coos Bay and the U.S. Army, in a preemptive strike, rounded up the Coos Indians and forced them to live in an encampment. The Lower Umpqua Indians were soon forced in as well. Both tribes later refused to relocate to the Siletz Reservation and, instead, joined the Siuslaw Indians. In 1918, the three tribes formed a confederation and pursued land claims they were entitled to under the 1855 treaty.

Under a program by the Eisenhower administration in the 1950's, the U.S. Congress terminated the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians along with all other tribes of western Oregon. In 1984, after a long battle, the status of the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians was restored.³ The Tribes currently have 907 members.

The Coos, Lower Umpqua, and Siuslaw operate the Three Rivers Casino & Hotel off of Highway 126 a mile east of Florence. The casino opened in 2004, was expanded and added a hotel in 2007, and has plans to expand its hotel and add an RV park. In 2015, they opened a 15,000 SF class-II casino in Coos Bay.

² <http://www.harneycounty.com/Paiute.htm>

³ http://www.ctclusi.org/cultural_historical.asp

Coquille Indian Tribe

The Coquille Indian Tribe descended from people who inhabited the watershed of the Coquille River system, which covers approximately the region around the present-day cities of Bandon, Coos Bay, and North Bend on the southern Oregon coast.

The tribe signed treaties with the U.S. Government in 1851 and 1855, which ceded 700,000 acres of ancestral territory, however, the treaties were never ratified by Congress, so the Coquille were denied a permanent homeland. The tribe was terminated by the Eisenhower administration in 1954, but then subsequently restored by Congress in June 1989. The Coquille Indians were then able to acquire several land parcels.

The Coquille Indian Tribe has 1,041 members and owns the Mill Casino-Hotel and the Mill RV Park in North Bend, Oregon. It overlooks the Coos Bay waterfront off highway US-101. The casino has prospered because it offers highly competitive accommodations on the southern Oregon coast and is a much-needed entertainment venue for locals. The Coquille Tribe completed a hotel and casino expansion that doubled its hotel capacity in 2008 and increased the overall beauty and functionality of its gaming area.

Cow Creek Band of Umpqua Tribe of Indians

For well over a thousand years, the Cow Creek Umpqua Indians occupied the inland areas of what is today Douglas County, Oregon. There are about 1,722 members of the Cow Creek.

In 1853, soon after the discovery of gold in southwest Oregon, the tribe entered into a treaty which ceded their land to the Federal Government for 2.3 cents an acre—a tiny fraction of the true market value at that time. Three years later, the Cow Creek Umpqua Indians, along with the other tribes in western Oregon and parts of California, were rounded up and forced onto a reservation created in Grand Ronde.

In 1954, Congress terminated the Cow Creek Band. After a long battle, the Federal Government reversed its position and disavowed termination. In 1982, the Cow Creek Band was restored.⁴ The tribe fought the Federal Government over the 1853 land claims and received about \$1.3 million.

The Cow Creek Band borrowed \$825,000 from the U.S. Bureau of Indian Affairs in 1991 to help pay for the construction of a bingo hall which later became a casino. The Seven Feathers Hotel & Casino Resort is right off exit 99 on Interstate-5, which makes it very accessible to residents of Roseburg, Medford, Ashland, and Grants Pass, as well as travelers driving through the area on busy Interstate-5. Highly successful, the resort completed an expansion in 2009 and now has 300 rooms.

Confederated Tribes of Grand Ronde

The Confederated Tribes of the Grand Ronde Community of Oregon (“Grand Ronde”) is comprised of nearly 30 tribes and bands whose traditional homelands extend from northern California to the north shore of the Columbia River. It is the largest tribe based in Oregon, having more than 5,400 members.

⁴ <http://www.cowcreek.com/story/x01history/index.html>

The antecedent tribes and bands of Grand Ronde, including the Kalapuya, Umpqua, Molalla, Rogue River, and Chasta, ceded their homelands to the United States through seven ratified treaties: 1853 Treaty with the Rogue River, 1853 Treaty with the Umpqua – Cow Creek Band, 1854 Treaty with the Rogue River, 1854 Treaty with the Chasta, Etc., 1854 Treaty with the Umpqua and Kalapuya, 1855 Treaty with the Kalapuya, Etc., and 1855 Treaty with the Molalla.

With the treaties came the forced removal in 1856 of tribes and bands to an area that would become the Grand Ronde Reservation (President James Buchanan’s executive order of June 30, 1857, official established the Grand Ronde Reservation). The Reservation, (approximately 69,000 acres) was on the eastern side of the Coast Range, on the headwaters of the South Yamhill River, about 60 miles southwest of Portland, and about 25 miles from the ocean. Over time, much of the original Reservation land was stripped from Grand Ronde by ill-conceived federal policies.

In 1954, Congress terminated the federal recognition of the Grand Ronde tribes. The Tribal members were left with little more than a ten-acre cemetery and maintenance shed. Their federally recognized status was gone, but the people of Grand Ronde continued as a community and Tribal leaders worked tirelessly to restore the Grand Ronde’s status as a federally recognized tribe.

Their efforts led to the signing of the Grand Ronde Restoration Act on November 22, 1983. Five years later, President Ronald Reagan restored 9,811 acres of the original Reservation to Grand Ronde.

Grand Ronde owns and operates Spirit Mountain Casino, which is on the main east-west route between Portland and Lincoln City. It is the largest casino in Oregon. Each year, Grand Ronde dedicates six percent of the casino profits to the Spirit Mountain Community Fund, which supports non-profit organizations in western Oregon. Since the fund was established in 1995, Grand Ronde has given nearly \$70 million to assist Oregon non-profit groups and civic institutions.

Since opening in 1995, Spirit Mountain Casino has undergone four major expansions culminating in a new events center and hotel addition in 2009. In 2016, the casino underwent a major renovation that included Oregon’s first separate non-smoking area. Spirit Mountain is one of the largest employers in the Polk-Yamhill County area.

The Klamath Tribes

For thousands of years, the Klamath Basin of southern Oregon has been the traditional homeland for the Klamath Tribes, who are composed of the Klamath Tribe, the Modoc Tribe, and the Yahooskin Band of Snake Indians. There are about 3,700 members of the Klamath Tribes.

After decades of hostilities with newcomers, the tribes ceded 23 million acres in 1864 and moved to a 1.8-million-acre reservation. The Klamath tribes were very resourceful and built highly successful cattle and lumber operations on their lands.

By the 1950's, the Klamath were one of the wealthiest tribes in the country. That came to an abrupt end when the U.S. Congress passed the Klamath Termination Act. The Klamath Tribes were restored in 1986, but their land was not returned. In early 2009, they owned 890 checker-boarded acres in trust.

Gradually, the Klamath Tribes are rebuilding their economy. In 1997, they opened their first business since termination—the Kla-Mo-Ya Casino, named for an acronym of the three tribes.⁵ Kla-Mo-Ya is off US-97, the main north-south route of central Oregon, in the town of Chiloquin. The casino is a popular gaming destination for residents in the Klamath Falls area but has also become an attraction for tourists traveling on the highway. In 2010, to encourage more travelers to visit, the Klamath Tribes opened the 7,800 square foot Crater Lake Junction Travel Center, which sells fuel, convenience items, food, and services for truck drivers.

Confederated Tribes of Siletz Indians

The Siletz are a federally recognized confederation of many bands originating from northern California, western Oregon, and southwest Washington. In 1856 they ceded 19 million acres to the U.S. and agreed to confederate on the Siletz Reservation on the central Oregon Coast.

In 1865 and 1875, 900,000 acres of the “permanent reservation” were opened to settlement by presidential and congressional actions. Additional lands were lost through allotment and forced fee policies. By 1912, over half of the Siletz Indian allotments were no longer Indian owned.

The Confederated Tribes of Siletz Indians were terminated in 1954-56, but in 1977, the Siletz became the first tribe in Oregon and second in the U.S. to gain restoration. The Siletz have a 3,666-acre reservation in Lincoln County and 5,080 members.⁶

The Confederated Tribes of Siletz Indians operate the Chinook Winds Casino in Lincoln City—a major coastal tourist community. They recently acquired and renovated a large oceanfront hotel next to the casino and have added a golf course and RV park to their repertoire of visitor amenities.

Confederated Tribes of the Umatilla Indian Reservation (CTUIR)

The Confederated Tribes of the Umatilla Indian Reservation was established in 1855 by a treaty signed by the U.S. Government and the Cayuse, Umatilla and Walla Walla tribes. The three tribes occupied over 6.4 million acres of the Columbia River Plateau of southeastern Washington and northeastern Oregon. Of the 510,000 acres that were set aside in the 1855 Treaty as the Umatilla Indian Reservation, only 174,874 acres remain part of the Reservation, and non-Indians own 40 percent of that. Tribal enrollment is about 3,016.

⁵ <http://www.klamathtribes.org/history.html>

⁶ <http://www.ctsi.nsn.us/chinook-indian-tribe-siletz-heritage/>

The CTUIR government provides a broad array of services to Reservation residents and the region including:

- a) Police, fire and emergency response services throughout the Reservation;
- b) A Natural Resources Department that protects and manages fisheries, wildlife, cultural resources throughout the Tribe's aboriginal lands;
- c) A Science and Engineering Department that oversees clean-up of the Hanford Nuclear Reservation and the Umatilla Chemical Depot;
- d) Medical, dental and mental health services offered at the Yellowhawk Tribal Health Clinic;
- e) The Nixya'awii Community School providing culturally sensitive high school education to Reservation students;
- f) A Tribal Court system that adjudicates civil and criminal disputes within the Reservation;
- g) Housing services for low income families;
- h) Social services to meet the needs of the elderly, children and families in need; and
- i) Tribal regulatory agencies regulating land use, water use and permitting, public health and safety, gaming, and other regulatory functions.

The Tribal government employs approximately 450. The CTUIR owns and operates the Wildhorse Resort & Casino, which is located off Interstate-84 a few miles east of Pendleton – the largest city in Umatilla County. The Wildhorse Resort includes a golf course, RV park and hotel. Immediately adjacent to Wildhorse are the tribally owned and operated Tamástslikt Cultural Institute and the Arrowhead Travel Plaza providing additional attractions and services to Wildhorse patrons. Wildhorse draws visitors from the Tri-Cities and Walla Walla Washington area as well as the steady stream of tourists and truck drivers who travel I-84. Wildhorse completed an expansion in September 2011 with a 10-story 202-room hotel, five-screen cinema, swimming pool, more casino floor space, and retail stores.

In June 2019, Wildhorse announced the start of an \$85 million expansion, which includes a 24-lane bowling center, food court, family-friendly arcade, event center, and a 10-story hotel.

The Confederated Tribes of Warm Springs

The Confederated Tribes of Warm Springs consist of three distinct tribes. The Wasco and Walla Walla (later called the Warm Springs) bands lived along the Columbia River and its tributaries; they often would trade with one another; but they had separate cultures and languages. The Paiute occupied the high deserts of southeastern Oregon and rarely had contact with the Wasco or Warm Springs.

In 1855, the U.S. government and the Wasco and Warm Springs tribes signed a treaty, which created the Warm Springs Reservation. It is located south of the Columbia River between the Cascade Mountains and the Deschutes River in north central Oregon. In 1879, the U.S. government began settling Paiute Indians from Fort Vancouver onto the Warm Springs Reservation. The three tribes, in 1937, organized themselves as The Confederated Tribes of Warm Springs Reservation of Oregon.⁷ Enrollment is 4,306.

The Warm Springs built forest products and tourism businesses on their reservation. In 1964 they opened Kah-Nee-Ta Village near a natural hot springs deep in Indian Head Canyon. In 1972, they added the 139-room Kah-Nee-Ta Lodge. They added casino gaming at the lodge in 1995.

The Warm Springs closed the casino at Kah-Nee-Ta in early 2012 and replaced it with the Indian Head Casino. Located 14 miles from Kah-Nee-Ta, the new casino is larger and easier to get to for most travelers. The Warm Springs closed Kah-Nee-Ta and opened a travel center in Madras in 2018. The travel center includes a large convenience store/gift shop, truck and passenger vehicle refueling area, and a 30-machine class-II gaming center.

Gaming Regulation and Surveillance

Indian casinos in Oregon are highly regulated — considerably more so than commercial casinos are. Oregon tribes account for 64 percent of all the money spent annually on gaming regulation; even though their casinos accounted for less than 30 percent of all the gaming done in the state.

There are three independently acting entities directly involved in regulating the operations of tribal casinos in Oregon. The first are the gaming commissions. They are independent of casino management, but part of tribal government. Commissions license employees, monitor games to ensure legal compliance and fairness, establish control standards, and conduct audits.

The second regulator is the Tribal Gaming Section of the Oregon State Police (“OSP”). The OSP monitor casinos, run background checks on casino employees and suppliers, and ensure the integrity and fairness of games. Fees negotiated with the tribes totaled \$1,532,013 in 2017. Manufacturers of gaming equipment paid \$398,750 to the OSP. Both covered the costs of the Tribal Gaming Section.

The National Indian Gaming Commission (“NIGC”) is an independent agency of the federal government that regulates tribal casinos. The NIGC’s mission is to see that Indian tribes are the fair beneficiaries of gaming revenue, assure that gaming is conducted honestly, and to shield tribes from corrupting influences. They do this by conducting audits, private investigations, and background checks. The NIGC is funded entirely by Indian casinos. Tribes in Oregon paid \$2996,837 to the NIGC.

Statewide, \$21.7 million was spent on all forms of gaming regulation in 2017. Of this, the eight tribal casinos spent \$14 million. The Oregon Lottery spent \$3.8 million. Charitable gaming and horse racing activities spent about \$4.0 million. Charities that run bingo games and the like, as well as horse racetracks, also spent money on regulation.

⁷ http://www.warmsprings.com/Warmsprings/Tribal_Community/History_Culture/