BEFORE THE

CALIFORNIA GAMBLING CONTROL COMMISSION

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In the Matter of the Application for Approval

of Initial Key Employee License and Initial

Regular Work Permit Regarding:

SAI FO SAECHAO

Applicant.

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CGCC Case No. CGCC-2018-0111-8C & CGCC Case No. CGCC-2018-0111-10B BGC Case No. BGC-HQ2018-00006SL

DECISION AND ORDER

Hearing Dates: September 24, 2018

Time: 10:00 a.m.

This matter was heard by the California Gambling Control Commission (Commission) pursuant to Business and Professions Code sections 19870 and 19871 and Title 4, California Code of Regulations (CCR) section 12060, in Sacramento, California, on September 24, 2018.

Deputy Attorney General Williams (Williams), Department of Justice, Attorney General's Office, State of California, represented complainant Stephanie Shimazu, Chief of the Bureau of Gambling Control (Bureau), Department of Justice, State of California (Complainant).

Applicant Sai Fo Saechao was present on his own behalf (Applicant).

During the administrative hearing, Presiding Officer Russell Johnson took official notice of the Conclusion of Prehearing Conference Letter, the Complainant's Statement of Reasons, Applicant's signed Notice of Defense, and the Notice of Hearing and Prehearing Conference which enclosed Applicant's Application for Key Employee License, Applicant's Application for Work Permit, and the Bureau's Reports for each application.

During the administrative hearing, Presiding Officer Russell Johnson accepted into evidence the following exhibits offered by the Complainant:

(1) Copies of Statement to Respondent; Statement of Reasons; Letter dated March 30, 2018, re Notice of Hearing and Prehearing Conference, without enclosures; Business and Professions Code Sections 19870 and 19871; California Code of Regulations, title 4, section 12060; and Declaration of Service by Certified Mail, Bates Nos. 001-026;

1	(12)	Employee Verification Information dated February 23, 2017, Bates Nos.
2		0152-0161;
3	(13)	California Gambling Control Commission Recommendation Memorandum
4		dated January 11, 2018, Bates Nos.0162-0165;
5	(14)	California Gambling Control Commission January 11, 208 Minutes from
6		Commission Meeting, Bates Nos. 0166-0185;
7	(15)	Work Permit Application and Report of Findings dated August 15, 2000,
8		Bates No. 186;
9	(16)	Bureau of Gambling Control Work Permit Background Investigation Report
10		Level II dated October 15, 2009, Bates Nos. 0187-0195;
11	(17)	Bureau of Gambling Control Work Permit Background Investigation Report
12		Level I dated July 8, 2011, Bates Nos. 0196-0199;
13	(18)	Work Permit Renewal Information dated October 10, 2013 (GEWP001461),
14		Bates Nos. 0200-0201;
15	(19)	Work Permit Renewal Information dated May 15, 2015 (GEWP001461),
16		Bates Nos. 0202-0204;
17	(20)	Telephone Contact Sheet re: Employment History dated February 23, 2017,
18		Bates Nos. 0205-0219;
19	(21)	Application for Initial Regular Work Permit received May 30, 2017, Bates
20		Nos. 0220-0230;
21	(22)	Miscellaneous emails within Bureau of Gambling Control regarding Sai Fo
22		Saechao – October 4, 2017; May 3, 2017, Bates Nos. 0231-0235;
23	(23)	Emails from Sai Fo Saechao to Bureau of Gambling Control regarding
24		additional verifications and supporting documents for application dated
25		November 2, 2017, Bates Nos. 0236-246;
26	(24)	Bureau of Gambling Control Work Permit Employee Background
27		Investigation Report Level III dated December 2017(GEWP002603), Bates
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1	Nos. 0247-0251;			
2	(25) DOJ/FBI Fingerprint Response dated 1/30/2017, Bates Nos. 0252-0253;			
3	(26) Data Inquiries dated July 11, 2017, Bates Nos. 0254-0259;			
4	(27) Criminal History from Merced Police Department, Bates Nos. 0260-0263;			
5	(28) Bureau of Gambling Control Spreadsheet of Cash Deposits vs. Cash			
6	Withdrawals, Bates Nos. 0264-0272;			
7	(29) Foreclosure Records, Bates Nos. 0273-0275;			
8	(30) Bankruptcy Documents, Bates Nos. 0276-0277.			
9	During the administrative hearing, Presiding Officer Russell Johnson accepted into			
10	evidence the following exhibits offered by Applicant:			
11	(A) Account Information			
12	After the conclusion of the hearing but before the record closed, the Commissioners			
13	requested additional information from the parties concerning Applicant's bank statements and			
14	gambling records. Presiding Officer Russell Johnson accepted into evidence the following			
15	exhibits offered by the Complainant:			
16	(31) Bureau of Gambling Control Inquiries regarding Finances and			
17	Saechao Responses, Bates Nos. 0278-0383;			
18	(32) Bureau of Gambling Control June 22, 2017 Telephone Interview with Sai			
19	Saechao re Financial Evaluation, Bates Nos. 0384-0385.			
20	Presiding Officer Russell Johnson accepted into evidence the following exhibits offered			
21	by the Applicant:			
22	(B) Applicant's gambling activity records for Black Oak Casino and Chicken			
23	Ranch Casino for the years 2017 and 2018.			
24	The record was thereafter closed and the matter was submitted on October 22, 2018.			
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FINDINGS OF FACT

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- 1. On or about February 17, 2016, the Bureau received an Application for Gambling Establishment Key Employee License and an interim key employee license, with attachments, dated February 9, 2016, as well as a Key Employee Supplemental Background Investigation Information Form, with attached schedules, dated February 9, 2016, from Applicant.
- 2. On February 23, 2016, the California Gambling Control Commission (Commission) issued an interim key employee license, number GEKE-002177, to Applicant which was valid until February 28, 2018. This interim key employee license allowed Applicant to work as a key employee, while his application for an initial key employee license was being investigated by the Bureau.
- 3. On or about May 30, 2017, the Bureau received an Application for Initial Regular Work Permit/Temporary Work Permit, (collectively referred to herein with Applicant's Key Employee License Application as Applications) from Applicant. On June 2, 2017, the Commission issued Applicant a temporary work permit.
- 4. On or about December 5, 2017, the Bureau submitted a Cardroom Key Employee Background Investigation Report and its Work Permit Employee Background Investigation Report (Bureau Reports) to the Commission recommending the Commission deny Applicant's Applications.
- 5. On or about December 15, 2017, Applicant's temporary work permit was cancelled by the Commission pursuant to CCR section 12128, subdivision (b)(2), because, the Bureau recommended denial of Applicant's Work Permit Application.
- 6. On January 11, 2018, pursuant to CCR section 12054, subdivision (a)(2), the Commission considered Applicant's Applications and elected to refer consideration of Applicant's Applications to an evidentiary hearing to be held pursuant to CCR section 12060 with the Bureau to serve as Complainant.
- 7. On or about January 24, 2018, Applicant submitted a signed Notice of Defense, dated January 21, 2018 which requested an evidentiary hearing.

- 8. On or about March 30, 2018, the Commission sent a Notice of Hearing and Prehearing Conference, via certified mail, to Applicant and Complainant.
- 9. On or about July 25, 2018, the Complainant filed a Statement of Reasons with the Commission and served it on Applicant via certified mail. In its Statement of Reasons, Complainant recommended that the Commission deny Applicant's Applications.
- 10. On or about August 14, 2018, the noticed Prehearing Conference was held before Presiding Officer Russell Johnson. Deputy Attorney General Williams attended on behalf of the Complainant. Applicant appeared on his own behalf.
- 11. On or about August 15, 2018, the Commission sent a Conclusion of Prehearing Conference letter to Applicant and Complainant.
- 12. The Commission heard CGCC Case Nos. CGCC-2018-0111-8C & CGCC Case No. CGCC-2018-0111-10B on September 24, 2018. The Complainant was represented throughout the hearing by Deputy Attorney General Williams. Applicant appeared on his own behalf.
- 13. Applicant has worked at Poker Flats Casino from June 2009 to present. Applicant started working in a non-key employee capacity and continued there until February 9, 2016, where he was promoted to a compliance analysist with various duties and responsibilities which necessitated an application for an interim key employee license and a key employee license.

Financial Documentation

- 14. As part of its standard background investigation, the Bureau reviewed Applicant's financial history and learned Applicant sustained a bankruptcy that occurred in 2003 and a foreclosure in 2007. The Applicant stated the bankruptcy was caused by him living beyond his means but no gambling debt was discharged. The foreclosure was explained as resulting from his mortgage payment being too high.
- 15. During this review, the Bureau also looked at bank statements from February 2016 to February 2017 including Applicant's savings and checking accounts. The Bureau learned that Applicant had a large number of deposits that greatly exceeded his stated income on his 2016 federal income taxes. Applicant attempted at the time of the Bureau's investigation to explain that

the deposits were from gifts from friends and family, gambling winnings for him and his wife, proceeds from an employment settlement, and disability insurance benefits.

16. At the hearing, Jeanine Velasquez, a Manager with the Bureau, testified about the Bureau's background investigation into Applicant. She stated that the Bureau reviewed Applicant's financial information and ultimately requested assistance of the Bureau's Audit and Compliance Section (ACCS) staff. Ms. Velasquez testified that she received information from Applicant concerning these sums following the pre-denial meeting but that the information was insufficient to explain the deposits for the Bureau's purposes. She stated that not knowing the source of Applicants' funds such as these deposits raises the risk of unsuitable persons or illegal activity occurring in a cardroom.

17. John Galvin, an investigative auditor supervisor in the ACCS, testified about the Bureau's evaluation of Applicant's financial information. The financial review supplemented the efforts undertaken by Ms. Velasquez and her staff. As part of this review, ACCS looked at Applicant's financial information including tax returns from 2013 through 2016, bank statements from January 2015 through February 2017, and conducted a phone interview of Applicant. Mr. Galvin testified that the number of withdrawals and deposits for Applicant's accounts was unusual. The Bureau's ACCS submitted a report on or around August 30, 2017 which determined the following financial Applicant information:

Year	Wages	Expenses	Unexplained Deposits	
2013	\$75,871	\$23,676.00	N/A	
2014	\$47,218	\$23,676.00	N/A	
2015	\$24,796	\$23,676.00	\$52,454.57	
2016	\$21,983	\$23,676.00	\$74,581.66	

18. The review concluded that Applicant's deposits exceeded his wages for 2015 and his expenses and deposits each exceed his wages for 2016. While Applicant's wages decreased in 2015 and 2016, the cash and check deposits actually increased. The Bureau was very concerned with the source of funds for \$52,454.57 in 2015 and \$74,581.66 in 2016. When presented with

these concerns at a pre-denial meeting with the Bureau, Applicant stated he could provide additional information. The Bureau gave Applicant additional time to provide support.

19. In response, Applicant provided win/loss summaries from 2015 and 2016 for Chicken Ranch Casino, Table Mountain Casino, and the Black Oak Casino. The win/loss summaries reflect hundreds of thousands of dollars in play with nearly all of them reflecting even greater amounts in losses. The only statement that reflected winnings was from Table Mountain Casino and then only \$430.74.

20. Applicant also supplied four signed statements from individuals who gave monetary gifts to Applicant. These gifts totaled \$42,500 over the years January 2015 through December 2016 in the following amounts:

Name	Amount Given
C. Logan McKechnie	\$13,700
John Ly	\$11,300
Joe Chavez	\$13,500
Tom M. K. Tran	\$4,000

21. If taken as true, these four gifts potentially explained part of the \$127,036.23 in deposits, but still left \$84,536.23 in deposits unaccounted for. Neither the ACCS staff nor Ms. Velasquez' staff were able to discern the source of Applicant's additional funds.

Applicant's Testimony

- 22. Applicant testified on his own behalf at the hearing. Applicant stated that he believes the discrepancy in the income could be explained by the bank statements. He stated he provided all the information the Bureau requested of him. He believed that the Bureau analysts simply did not understand a gambler's lifestyle with frequent withdrawals and deposits of money used for gambling. Beyond providing what he had already provided, Applicant was uncertain how he could prove that the income was as he stated to the Bureau.
 - 23. Under cross examination, Applicant was asked about his withdrawals and deposits. He

stated the deposits were numerous but limited in size so as to control his gambling. However, Applicant testified he didn't know how much he had gambled. When asked about whether he had a gambling problem, Applicant stated that he believed he might and that he has changed his lifestyle in the last year by limiting gambling to some degree. As for the large gifts, Applicant stated that these were close friends trying to help him out following an accident. Also three of the large gifts were from friends who were also gamblers. Applicant did not provide these letters to the Bureau until the Bureau informed him that they were going to recommend denying him a license.

- 24. Applicant provided testimony about the statements of wins and losses obtained from various tribal casinos that totaled in the hundreds of thousands of dollars in gambling activity. Applicant stated that this was the nature of money going in and out and cycled through the slot machines. Essentially \$10 dollars can turn into \$100 in play. Applicant also stated that he would take money out on multiple days from his bank accounts and then deposit it back into the account after a few days or longer.
- 25. When asked about the monies he had in 2015, he stated he had a starting balance on his account in 2015 of about \$2,000 or \$3,000. He also received a settlement with Merced County for an employment issue as well as insurance proceeds following injuries sustained by him and his spouse in a vehicle collision in October 2016 which totaled \$15,000 for him and \$15,000 for his spouse, but only \$6,000 to \$8,000 after fees.
- 26. Ultimately, Applicant's explanation for the unexplained deposits in his financial information was not compelling. Even if all the deposits from known sources were cumulated and taken as true, and his explanation for the large amounts in the win/loss summaries believed, Applicant still had deposits far greater than withdrawals.

Applicant's Witnesses

27. Martin Espinoza testified on behalf of Applicant and stated that he thought very highly of Applicant. He believed Applicant to be honest. Mr. Espinoza also testified in support of Applicant's assertion that gamblers routinely cycle money in and out of bank accounts for the

purposes of gambling. In regards to the large gifts received by Applicant, Mr. Espinoza stated that he had received gifts in small increments but never in amounts like \$15,000.

- 28. Joe Chavez testified on behalf of Applicant. Mr. Chavez also thought highly of Applicant and believed him to be honest and dependable. Mr. Chavez also testified that he would go to the casinos with Applicant regularly and would give Applicant \$500 to \$1,000 at a time. The number he provided in the statement to Applicant which totaled \$13,500 was merely an estimate of all the monies Chavez provided Applicant during the relevant time period.
- 29. Applicant's character witnesses weigh in favor of Applicant's character, honesty, and integrity. They also provide some helpful background concerning the volume of deposits and cycling of money into Applicant's account. Ultimately though, these opinions do not provide any conclusive explanation as to the source of Applicant's funds and leave doubt as to whether Applicant is a person of good character, honesty, and integrity and whether his licensing would be detrimental to the effective regulation and control of controlled gambling.

Additional Documents

- 30. Subsequent to the hearing, but before the record was closed, the Commission sought additional documentation from Applicant to justify these deposits and his statements about changing his gambling lifestyle. The Commission was provided Applicant's bank statements as well as additional win/loss statements from various casinos. The bank statements reflect large numbers of deposits and withdrawals over the course of 2015 and 2016 consistent with the testimony of Mr. Galvin and in the Bureau's financial reports. In general, the deposits exceeded the withdrawals. In addition, the win/loss statements do reflect less activity for 2017 and 2018 than prior win/loss statements for 2015 and 2016 which supports Applicant's testimony for changing his behavior as of late.
- 31. Simply put though, Applicant's deposits into his accounts have to come from somewhere, and Applicant should know and be able to provide a basis to the Bureau and Commission. Absent other sources of income, the numbers should balance out. Applicant's wages, gifts, remaining money from withdrawals, and gambling winnings should be reflected as

deposits and balanced out by his withdrawals for gambling and other expenses, or reflect a shrinking balance. The evidence however reflects the opposite: an increasing balance. While there was evidence from Applicant and Mr. Espinoza that the "life of a gambler" involves taking money out and then depositing it at frequent intervals, the "life of a gambler" does not explain away the presence of unexplained deposits greater than withdrawals. While the Commission does not hazard to guess where these funds came from, the fact that Applicant cannot provide any documentation, let alone a compelling reason, cuts against his character honesty and integrity. Additionally, Key Employees are empowered with a tremendous level of responsibility over cardroom operations which are primarily a cash business. The fact that Applicant cannot provide a basis for these deposits cuts against his licensure as it poses a threat to the effective regulation of controlled gambling.

- 32. All documentary and testimonial evidence submitted by the parties that is not specifically addressed in this Decision and Order was considered but not used by the Commission in making its determination on Applicant's Application.
 - 33. The matter was submitted for Commission consideration on August 8, 2017.

LEGAL CONCLUSIONS

- 34. Division 1.5 of the Business and Professions Code, the provisions of which govern the denial of licenses on various grounds, does not apply to licensure decisions made by the Commission under the Gambling Control Act. Business and Professions Code section 476(a).
- 35. Public trust and confidence can only be maintained by strict and comprehensive regulation of all persons, locations, practices, associations, and activities related to the operation of lawful gambling establishments and the manufacture and distribution of permissible gambling equipment. Business and Professions Code section 19801(h).
- 36. A "finding of suitability" means a finding that a person meets the qualification criteria described in subdivisions (a) and (b) of Section 19857, and that the person would not be disqualified from holding a state gambling license on any of the grounds specified in Section 19859. Business and Professions Code section 19805(j).

37. The Commission has the responsibility of assuring that licenses, approvals, and
permits are not issued to, or held by, unqualified or disqualified persons, or by persons whose
operations are conducted in a manner that is inimical to the public health, safety, or welfare.
Business and Professions Code section 19823(a)(1).

- 38. An "unqualified person" means a person who is found to be unqualified pursuant to the criteria set forth in Section 19857, and "disqualified person" means a person who is found to be disqualified pursuant to the criteria set forth in Section 19859. Business and Professions Code section 19823(b).
- 39. The Commission has the power to deny any application for a license, permit, or approval for any cause deemed reasonable by the Commission. Business and Professions Code section 19824(b).
- 40. The Commission has the power to take actions deemed to be reasonable to ensure that no ineligible, unqualified, disqualified, or unsuitable persons are associated with controlled gambling activities. Business and Professions Code section 19824(d).
- 41. The burden of proving his or her qualifications to receive any license from the Commission is on the applicant. Business and Professions Code section 19856(a).
- 42. An application to receive a license constitutes a request for a determination of the applicant's general character, integrity, and ability to participate in, engage in, or be associated with, controlled gambling. Business and Professions Code section 19856(b).
- 43. In reviewing an application for any license, the commission shall consider whether issuance of the license is inimical to public health, safety, or welfare, and whether issuance of the license will undermine public trust that the gambling operations with respect to which the license would be issued are free from criminal and dishonest elements and would be conducted honestly. Business and Professions Code section 19856(c).
- 44. At an evidentiary hearing pursuant to Business and Professions Code sections 19870 and 19871 and CCR section 12060(b), the burden of proof rests with the applicant to prove his or her qualifications to receive any license under the Gambling Control Act. CCR section 12060(i).

- 45. No gambling license shall be issued unless, based on all of the information and documents submitted, the commission is satisfied that the applicant is a person of good character, honesty, and integrity. Business and Professions Code section 19857(a).
- 46. No gambling license shall be issued unless, based on all of the information and documents submitted, the commission is satisfied that the applicant is a person whose prior activities, criminal record, if any, reputation, habits, and associations do not pose a threat to the public interest of this state, or to the effective regulation and control of controlled gambling, or create or enhance the dangers of unsuitable, unfair, or illegal practices, methods, and activities in the conduct of controlled gambling or in the carrying on of the business and financial arrangements incidental thereto. Business and Professions Code section 19857(b).
- 47. The commission shall deny a license to any applicant who is disqualified for failure of the applicant to provide information, documentation, and assurances required by this chapter or requested by the chief, or failure of the applicant to reveal any fact material to qualification, or the supplying of information that is untrue or misleading as to a material fact pertaining to the qualification criteria. Business and Professions Code section 19859(b).
- 48. An application for a work permit shall be denied by the Commission if the applicant is found unqualified pursuant to the criterial set forth in subdivision (a) or (b) of Business and Professions Code section 19857 or the applicant is disqualified for licensure under Business and Professions Code section 19859. CCR section 12105(a).
- 49. Applicant has failed to meet his burden of proving that he is a person of good character, honesty, and integrity. Applicant failed to provide documentation of his sources of income despite repeated opportunities to the Bureau and to the Commission. As a key employee applicant, Applicant stands to exert significant influence over gaming operations that necessitate precise awareness of money. Gaming in California is an all cash business which necessitates meticulous record keeping, honesty, and transparency.
- 50. Furthermore, Applicant submitted information to the Bureau pertaining to the sources of his income that was inaccurate or at the very least incomplete in that it did not explain the

1 NOTICE OF APPLICANT'S APPEAL RIGHTS 2 Applicant Sai Fo Saechao has the following appeal rights available under state law: 3 CCR section 12064, subsections (a) and (b) provide, in part: 4 An applicant denied a license, permit, registration, or finding of suitability, or whose license, permit, registration, or finding of suitability has had 5 conditions, restrictions, or limitations imposed upon it, may request reconsideration by the Commission within 30 calendar days of service of 6 the decision, or before the effective date specified in the decision, whichever is later. The request shall be made in writing to the 7 Commission, copied to the Bureau, and shall state the reasons for the request, which must be based upon either newly discovered evidence or 8 legal authorities that could not reasonably have been presented before the Commission's issuance of the decision or at the hearing on the matter, or 9 upon other good cause which the Commission may decide, in its sole discretion, merits reconsideration. 10 Business and Professions Code section 19870, subdivision (e) provides: 11 A decision of the commission denying a license or approval, or imposing 12 any condition or restriction on the grant of a license or approval may be reviewed by petition pursuant to Section 1085 of the Code of Civil 13 Procedure. Section 1094.5 of the Code of Civil Procedure shall not apply to any judicial proceeding described in the foregoing sentence, and the 14 court may grant the petition only if the court finds that the action of the commission was arbitrary and capricious, or that the action exceeded the 15 commission's jurisdiction. 16 CCR section 12066, subsection (c) provides: 17 A decision of the Commission denying an application or imposing conditions on license shall be subject to judicial review as provided in 18 Business and Professions Code section 19870, subdivision (e). Neither the 19 right to petition for judicial review nor the time for filing the petition shall be affected by failure to seek reconsideration. 20 /// /// 21 /// 22 23 24 25 26 27 28

ORDER

- 1. SAI FO SAECHAO'S Application for Approval of Initial Key Employee License is DENIED.
- 2. SAI FO SAECHAO'S Application for Approval of Work Permit is DENIED.
- 3. No costs are to be awarded.
- 4. Each side to pay its own attorneys' fees.

This Order is effective on January 11, 2019.

Dated:	12	12	18	. •
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Signature:

Jim Evans, Chairman

Dated: 12/12/18

Signature:

Paula LaBrie, Commissioner

Dated: 12 12 13

Signature:

Gareth Lacy, Commissioner