1	BEFORE THE		
2	CALIFORNIA GAMBLING	CONTROL COMMISSION	
3			
4	In the Matter of the Application for Third-Party Proposition Player Services License Regarding:	BGC Case No. BGC-HQ2019-00009SL CGCC Case No. CGCC-2019-0307-8C	
56	ANDREW ARELLANO	DECISION AND ORDER	
7		Hearing Date: April 29, 2020	
8	Respondent.	Time: 10:00 a.m.	
9		ambling Control Commission (Commission)	
10	pursuant to Business and Professions Code section	ns 19870 and 19871 and Title 4, California	
11	Code of Regulations (CCR) section 12060, in Sac	ramento, California, and held via Zoom video	
12	conference, on April 29, 2020.		
13	Neil Houston, Deputy Attorney General, S	tate of California (DAG Houston), represented	
14	complainant Stephanie Shimazu, Director of the E	Bureau of Gambling Control (Bureau),	
15	Department of Justice, State of California.		
16	Respondent Andrew Arellano (Arellano) a	appeared on his own behalf.	
17	During the evidentiary hearing, Presiding	Officer Jason Pope took official notice of the	
18	Notice of Hearing, with enclosures, sent by the Co	ommission to Arellano, Designated Agent	
19	Melissa Ezaki of L.E. Gaming, Inc. (DA Ezaki), a	nd Deputy Attorney General Therese Hickey ¹	
20	(DAG Hickey), via certified mail, on October 16,	2019.	
21	Presiding Officer Jason Pope also took off	icial notice of the Commission's Notice of	
22	Continued Hearing and Conclusion of Prehearing	Conference letter, the Bureau's Statement of	
23	Reasons, and Arellano's signed Notice of Defense	2.	
24	During the evidentiary hearing, Presiding	Officer Jason Pope accepted into evidence the	
25	following exhibits offered by the Bureau:		
26	(1) Jurisdictional Documents:		
27	1 Deputy Attorney General Therese Hickey was re	placed in this matter by Deputy Attorney General Neil	
28	Houston.		
		1	

1	a.	Copies of Statement to Respondent, Statement of Reasons, Business
2		and Professions Code sections 19870 and 19871, California Code of
3		Regulations section 12060, Declaration of Service by Certified Mail
4		and Return Receipt, dated January 10, 2020, Bates Nos. BGC0001-
5		0026; and
6	b.	January 10, 2020 Department of Justice letter re: document and witness
7		disclosures, Bates Nos. BGC0027-0028;
8	(2) Bu	areau of Gambling Control Documents:
9	a.	Application for Third-Party Proposition Player Services License for
10		Supervisor, Player or Other Employee, dated January 5, 2017, Bates
11		Nos. BGC0029-0030;
12	b.	Level I Supplemental Information, dated January 5, 2017, Bates Nos.
13		BGC0031-0040;
14	c.	May 31, 2017 BGC letter to Cary Cauley, Designated Agent requesting
15		additional information/documentation, Bates Nos. BGC0041-0043;
16	d.	June 8, 2017 Email from Andrew Arellano to BGC (Estrada)
17		responding to May 31, 2017 Request from BGC with attachments,
18		Bates Nos. BGC0044-0047;
19	e.	Email string between Arellano-BGC (Estrada) re: information request
20		June – July 2017, Bates Nos. BGC0048-0055;
21	f.	July 31, 2018 BGC letter to Cary Cauley, Designated Agent re:
22		acknowledging receipt of additional information, Bates No. BGC0056-
23		0057;
24	g.	August 10, 2018 Email response from Andrew Arellano to BGC
25		(Zehnder) per letter of July 31, 2018, with attachments, Bates Nos.
26		BGC0058-0059;
27	h.	August 20, 2018 BGC letter to Cary Cauley, Designated Agent re:
28		

1			acknowledging receipt of additional information, Bates No. BGC0060;
2		i.	January 9, 2019 BGC letter to Cary Cauley, Designated Agent re:
3			BGC's recommendation of denial, Bates Nos. BGC0061-0062;
4		j.	February 1, 2019 BGC letter to Cary Cauley, Designated Agent re
5			Notification of Investigative Report (with attachments including Third-
6			Party Player Initial Background Investigation Report, Level III, phone
7			contact sheets, and some criminal records), Bates Nos. BGC0063-0080;
8		k.	February 8, 2017 Registration History of Andrew Arellano, Bates No.
9			BGC0081; and
10		1.	March 26, 2019 Certification of Official Records signed by Kathi
11			Hegelein, Manager I, Bureau of Gambling Control, Department of
12			Justice, Bates No. BGC0082;
13	(3)	Ca	lifornia Gambling Control Commission Documents
14		a.	CGCC Notice of Scheduled Commission Meeting letter to Respondent
15			(App No. 92710), dated February 22, 2019, Bates No. BGC0083;
16		b.	CGCC letter to Respondent re: Referral of Third-Party Proposition
17			Player Services License application to an Evidentiary Hearing to
18			Respondent with attached blank Notice of Defense, dated March 12,
19			2019, Bates Nos. BGC0084-0087;
20		c.	CGCC's Notice of Hearing Without Applicant Participation letter,
21			dated April 25, 2019, with attachments, Bates Nos. BGC0088-0102;
22		d.	CGCC's Default Decision and Order dated June 27, 2019, Bates Nos.
23			BGC0103-0109;
24		e.	Written statement from Respondent requesting reconsideration, dated
25			July 8, 2019, Bates No. BGC0110;
26		f.	CGCC's letter re Request for Reconsideration Granted, dated August
27			29, 2019, Bates Nos. BGC0111-0112;
28			

form to the Commission within 15 calendar days of its receipt. The failure of an applicant to submit a signed Notice of Defense form acts as a waiver of the applicant's right to request an evidentiary hearing. Arellano did not submit a signed Notice of Defense within 15 calendar days of having received the March 12, 2019 letter and blank Notice of Defense form.

- 5. On or about April 25, 2019, the Commission sent a Notice of Hearing Without Applicant Participation to Arellano via certified mail. This notice provided that Arellano had waived his right to request an evidentiary hearing by failing to submit a signed Notice of Defense and that Arellano's Application would be considered at a meeting of the Commission on June 27, 2019.
- 6. At its June 27, 2019 meeting, which was conducted without the presence of Arellano, the Commission issued a Default Decision and Order denying Arellano's Application and cancelling his third-party player registration.
- 7. On or about July 8, 2019, Arellano submitted a written request for reconsideration of the Default Decision and Order denying his Application and cancelling his third-party player registration.
- 8. At its August 29, 2019 meeting, the Commission granted Arellano's request for reconsideration and provided Arellano with a new Notice of Defense form for Arellano to request an evidentiary hearing on the consideration of his Application.
- 9. On or about September 9, 2019, Arellano submitted a signed Notice of Defense requesting an evidentiary hearing on the consideration of his Application.
- 10. On or about October 16, 2019, the Commission sent a Notice of Hearing, via certified mail, to Arellano, DA Ezaki, and DAG Hickey.
- 11. On or about January 10, 2020, the Bureau sent a Statement of Reasons to Arellano and DA Ezaki via certified mail. The Commission received the Statement of Reasons from the Bureau on or about January 10, 2020. In the Statement of Reasons, the Bureau recommends that the Commission deny Arellano's Application.
 - 12. On or about January 13, 2020, the noticed Prehearing Conference was held before

21. On or about August 10, 2018, Arellano wrote a letter to the Bureau regarding the circumstances surrounding his conviction for speeding. Arellano wrote that he was waiting to receive the speeding ticket in the mail for a court date but that he never received it. He lost track of taking care of the speeding ticket. After he had taken care of it, he put it out of his mind.

- 22. Also on or about March 9, 2010, Arellano was convicted by the Washoe County Second Judicial District Court in Nevada of violating Nevada Revised Statute section 205.130, drawing and passing a check without sufficient funds with intent to defraud, in the case of *The State of Nevada v. Arellano* (Nev., Second Judicial District Court, Washoe County, 2010, Case No. RCR-2009-050098). Arellano was ordered to pay a fine and restitution. Arellano paid the fine and restitution in full. Arellano did not disclose this conviction on his Application.
- 23. On or about July 5, 2017, Arellano wrote a letter to the Bureau regarding the circumstances surrounding his misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud. Arellano wrote that he and his wife were living in Reno, Nevada, and went out for the night. They went to Sands Casino to eat. They did not have any cash with them, so they decided to write a check for approximately \$100² to Sands Casino for cash to be able to eat. Arellano wrote that he was never aware that the check bounced until he was informed of a court date. Arellano stated that he paid what was required pursuant to the court's order.

Arellano's Application

- 24. Applications for licensure by the Commission are submitted on forms furnished by the Bureau. An applicant for licensing shall make full and true disclosure of all information to the Bureau and Commission as necessary to carry out the policies of this state relating to licensing, registration, and control of gambling.
- 25. An application consists of two parts. The first part is two pages and consists of four sections, including applicant information. The second part of an application is the Supplemental, which consists of 9 pages. The Supplemental contains four sections and requires that the applicant

² According to the criminal complaint, the check was in the amount of \$200. During the evidentiary hearing, Arellano testified that to the best of his recollection the check was for \$100. However, he acknowledged that it could have been \$200.

disclose, among other things, his or her criminal history information. All of the information requested on the Application and Supplemental has been considered through the legislative and regulatory processes and determined necessary in order for the Commission to discharge its duties properly.

- 26. The Bureau relies, in large part, on the applicant's disclosures while conducting a background investigation. The failure to honestly and accurately disclose information on an application subverts the Bureau's efforts to conduct a thorough and complete investigation.
- 27. Both the substance of an applicant's disclosures, and the truthfulness and thoroughness of an applicant's disclosures, are considered by the Bureau in making a recommendation as to the applicant's suitability for licensure, and by the Commission in making a determination whether to approve or disapprove a license application.
- 28. The last portion of the Supplemental is a Declaration to be signed under the penalty of perjury that all of the information contained in the Supplemental is "true, correct, and complete." Arellano signed the Declaration on January 5, 2017.
- 29. Section (4) of the Supplemental requires that the applicant disclose his or her criminal history information.
- 30. On his Supplemental, Arellano checked the box marked "no" to Question (2), which asks the applicant "Have you been convicted of a misdemeanor within the last 10 years?" Arellano's answer was inaccurate because he had been convicted of two misdemeanors within the 10-year period immediately preceding the submission of his Application.
- 31. Regarding his failure to disclose his misdemeanor conviction for speeding on his Application, after the Bureau asked about the conviction, Arellano wrote a letter on August 10, 2018 to the Bureau apologizing for his failure to disclose it on his Application and stated that he thought it was only a traffic violation.
- 32. Regarding his failure to disclose his misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud on his Application, after the Bureau asked about the conviction, Arellano wrote on July 5, 2017 that he forgot about the conviction because

- 33. Four witnesses testified on Arellano's behalf during the hearing:
 - a. Mark English (English) is the owner of L.E. Gaming, Inc. English has worked with Arellano since 2016. English testified that Arellano always represents the company well, is willing to work overtime, and makes the company successful. English testified that there have been no problems at work with Arellano and no incident reports. English described Arellano as a model employee. He testified that Arellano cares about his job and should be allowed to keep it and stay working in the industry. Regarding Arellano's misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud, English testified that he believes Arellano made an honest mistake.
 - b. David Kato (Kato) is a manager of L.E. Gaming, Inc. Kato hired Arellano in 2016 and served as his direct manager until 2017. Kato testified that Arellano has proven to be a trustworthy employee and that he would like to keep him as a long-term employee. Regarding Arellano's misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud, Kato testified that he investigated the matter and concluded that Arellano made an honest mistake and that the conviction does not affect his faith or trust in Arellano.
 - c. Skylar Combs (Combs) is a dealer at Lake Bowl Cardroom, a gambling establishment located in Folsom, where L.E. Gaming, Inc. operates as a third-party provider of proposition player services. Combs testified that he has worked with Arellano for two years and has no doubt about Arellano's ability to work as a third-party proposition player. Combs testified that Arellano is dependable and proficient in his job and a stand-up person.
 - d. Alex Bourgoin (Bourgoin) worked at Lake Bowl Cardroom alongside Arellano

for two years. Bourgoin testified that Arellano worked hard and is professional and a stand-up individual.

- 34. The collective testimony of the four witnesses offered strong support of Arellano. The collective testimony is persuasive that Arellano is a great employee and hardworking, professional, and dependable. These characteristics reflect positively on Arellano's character.
- 35. The collective testimony of the four witnesses also provided that Arellano is trustworthy and a stand-up individual. Both English and Kato testified that they are aware of Arellano's misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud, and determined that it was an honest mistake that does not affect their trust in Arellano. Based upon the various witnesses' interactions with Arellano, the collective testimony that he is trustworthy and a stand-up person reflects positively on Arellano's character.

Arellano's Testimony During the Evidentiary Hearing

- 36. During the evidentiary hearing, Arellano testified regarding his criminal convictions and his failure to disclose them on his Application.
- 37. Regarding his conviction for speeding, Arellano testified that the explanation he provided in his August 10, 2018 letter to the Bureau was accurate.
- 38. Regarding his conviction for drawing and passing a check without sufficient funds with intent to defraud, Arellano testified that on the night of the bad check incident, he and his wife went to downtown Reno, Nevada, on a spur-of-the-moment and that he did not have any money on him and his wife left her purse at home. He only had his ID and a checkbook in his vehicle. He wrote a personal check made out to cash and cashed the check at the cage in the Sands Casino. They used some of the cash for dinner and then some of the cash for gambling. He testified that he was not aware that he had insufficient funds when he cashed the check and thought he had overdraft protection. Arellano worked for Harrah's Reno Hotel & Casino as a cage supervisor at the time of the bad check incident.
- 39. Regarding his failure to disclose the two convictions on his Application, Arellano testified that he did not have his misdemeanor convictions in his head when he filled out the

Application. Arellano further testified that his time in Reno (approximately 2008-2011) was not a good time in his life and he just put that time out of his mind.

40. Arellano also testified that he was trying to be honest and just trying to get the job, and that he was not trying to lie. He also apologized for the confusion and testified that he enjoys his job, that he is a different person since the incident involving the bad check, that it would not happen again, and that he wants to keep his job.

Assessment of Arellano's Suitability for Licensure

- 41. There are two significant issues regarding Arellano's suitability for licensure. The first issue is Arellano's misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud. The second issue is his failure to disclose both of his misdemeanor convictions on his Application.
- 42. Arellano's misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud is a serious crime involving dishonesty. The circumstances surrounding this conviction are also troublesome. Arellano worked in the gambling industry as a cage supervisor for Harrah's Reno Hotel & Casino, which means he was familiar with how the cage operates. He cashed a check in another casino and used a portion of the cash to gamble. It is concerning that Arellano worked in the gambling industry at the time he passed the bad check, that he passed the bad check in another casino, and that he used a portion of the cash he received to gamble.
- 43. The second issue is problematic. It is undisputed that Arellano failed to disclose his misdemeanor convictions on his Application. An unexcused failure to disclose information on an application, particularly an applicant's criminal history,³ is itself material to an applicant's qualification for licensure. One of Arellano's misdemeanor convictions is for speeding, which is not a particularly serious crime and is often charged as an infraction. However, Arellano's conviction for drawing and passing a check without sufficient funds with intent to defraud is a

³ The importance of an applicant disclosing his or her criminal history is further demonstrated by Business and Professions Code section 19857(b), which specifically requires that the Commission must be satisfied that an applicant's "criminal record" does not pose a threat to the public interest of this state or to the effective regulation and control of controlled gambling before the Commission may issue a gambling license to an applicant.

serious crime involving dishonesty that is material to his qualifications for licensure.

- 44. Arellano's explanations for failing to disclose the convictions are that he did not remember the convictions at the time he filled out his Application and that he put that time period out of his mind because it was not a good time in his life. The failure to remember two criminal convictions that took place within 7 years of submitting an Application, particularly the misdemeanor conviction for drawing and passing a check without sufficient funds with intent to defraud, is insufficient to excuse the failure to disclose.
- 45. Based on the foregoing, Arellano has failed to provide information required by the Gambling Control Act and the Bureau by failing to disclose both of his misdemeanor convictions on his Application.
- 46. Arellano has also failed to reveal facts material to qualification by failing to disclose both of his misdemeanor convictions on his Application, including the serious crime of drawing and passing a check without sufficient funds with intent to defraud.
- 47. 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 Arellano's Application.
 - 48. The matter was submitted for Commission consideration on April 29, 2020.

LEGAL CONCLUSIONS

- 49. 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).
- 50. 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).
- 51. 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).

- 52. 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).
- 53. 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).
- 54. 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).
- 55. 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).
- 56. 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).
- 57. 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).
- 58. 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 that is in all other respects qualified to be licensed as provided in this chapter. Business and Professions Code section 19857(c).

- 59. 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).
 - 60. An applicant shall be ineligible for registration [as a third party proposition player] if the applicant has had an application denied under this chapter or the [Gambling Control] Act. CCR section 12204(d).
 - 61. An applicant shall be ineligible for registration [as a third party proposition player] if the applicant would be ineligible for a state gambling license under any of the criteria set forth in Business and Professions Code section 19859, subdivisions (b), (e), or (f). CCR section 12204(e).
- 62. Any regular registration shall be cancelled if the Commission determines after a noticed hearing that the registrant is ineligible for registration. CCR section 12205(a).
- 63. A requester shall be ineligible for licensing [as a third party proposition player] if the request to convert is for licensing as an owner, supervisor, or player, and the requester has had an application denied under this chapter or the [Gambling Control] Act. CCR section 12218.11(d).
- 64. A requester shall be ineligible for licensing [as a third party proposition player] if the request to convert is for licensing as an owner, supervisor, or player, and the requester would be ineligible under any of the criteria set forth in Business and Professions Code section 19859, subdivisions (b), (e), or (f). CCR section 12218.11(e).
- 65. By failing to disclose two misdemeanor convictions on his Application, including one serious crime for drawing and passing a check without sufficient funds with intent to defraud, Arellano has failed to provide information and assurances required by the Gambling Control Act and the Bureau. Therefore, Arellano is disqualified from licensure pursuant to Business and Professions Code section 19859(b).
- 66. Arellano's criminal history, particularly his conviction for drawing and passing a check without sufficient funds with intent to defraud, and the circumstances surrounding the

1	conviction, is material to his qualifications for licensure. By failing to disclose two misdemeanor			
2	convictions on his Application, including one serious crime for drawing and passing a check			
3	without sufficient funds with intent to defraud, Arellano has failed to reveal facts material to his			
4	qualifications for licensure. Therefore, Arellano is disqualified from licensure pursuant to			
5	Business and Professions Code section 19859(b).			
6	67. Given that Arellano is disqualified from licensure pursuant to Business and			
7	Professions Code section 19859(b), Arellano is ineligible for licensing as a third-party proposition			
8	player pursuant to CCR section 12218.11(f).			
9	68. Based on the foregoing, Arellano's Application is subject to denial pursuant to			
10	Business and Professions Code section 19859(b) and CCR section 12218.11(f). As a result,			
11	Arellano is ineligible for registration as a third party proposition player pursuant to CCR sections			
12	12204(d) and 12204(e). Therefore, Arellano's third party proposition player registration is subject			
13	to cancellation pursuant to CCR section 12205(a).			
14	NOTICE OF APPLICANT'S APPEAL RIGHTS			
15	Andrew Arellano has the following appeal rights available under state law:			
16	CCR section 12064, subsections (a) and (b) provide, in part:			
17	An applicant denied a license, permit, registration, or finding of suitability,			
18	or whose license, permit, registration, or finding of suitability has had conditions, restrictions, or limitations imposed upon it, may request			
19	reconsideration by the Commission within 30 calendar days of service of the decision, or before the effective date specified in the decision, whichever is			
20	later. The request shall be made in writing to the Commission, copied to the Bureau, and shall state the reasons for the request, which must be based			
21	upon either newly discovered evidence or legal authorities that could not reasonably have been presented before the Commission's issuance of the			
22	decision or at the hearing on the matter, or upon other good cause which the Commission may decide, in its sole discretion, merits reconsideration.			
23	Business and Professions Code section 19870, subdivision (e) provides:			
24	A decision of the commission denying a license or approval, or imposing			
25	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			
26	Procedure. Section 1094.5 of the Code of Civil Procedure shall not apply to any judicial proceeding described in the foregoing sentence, and the court			
27	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			
28	commission's jurisdiction.			

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2	CCR section 12066, subsection (c) provides:
3	A decision of the Commission denying an application or imposing conditions on
4	license shall be subject to judicial review as provided in Business and Professions Code section 19870, subdivision (e). Neither the right to petition for judicial
5	review nor the time for filing the petition shall be affected by failure to seek reconsideration.
6	reconsideration.
7	ORDER
8	1. Andrew Arellano's Application for Third-Party Proposition Player License is
9	DENIED.
10	2. Andrew Arellano's Third Party Proposition Player Services Registration Number
11	TPPL-018728 is CANCELLED.
12	3. No costs are to be awarded.
13	4. Each side to pay its own attorneys' fees.
14	This Order is effective on July 13, 2020.
15 16	Time to the same of the same o
17	Dated: Twe 11, 2020 Signature:
18	Jim Evans, Chairman
19	Dated: 6/11/20 Signature: Full-Lake
20	Paula LaBrie, Commissioner
21	1 1/1/20
22	Dated: Signature:
23	Gareth Lacy, Commissioner
24	
25	Dated: Signature:
26	Trang To, Commissioner
27	
28	