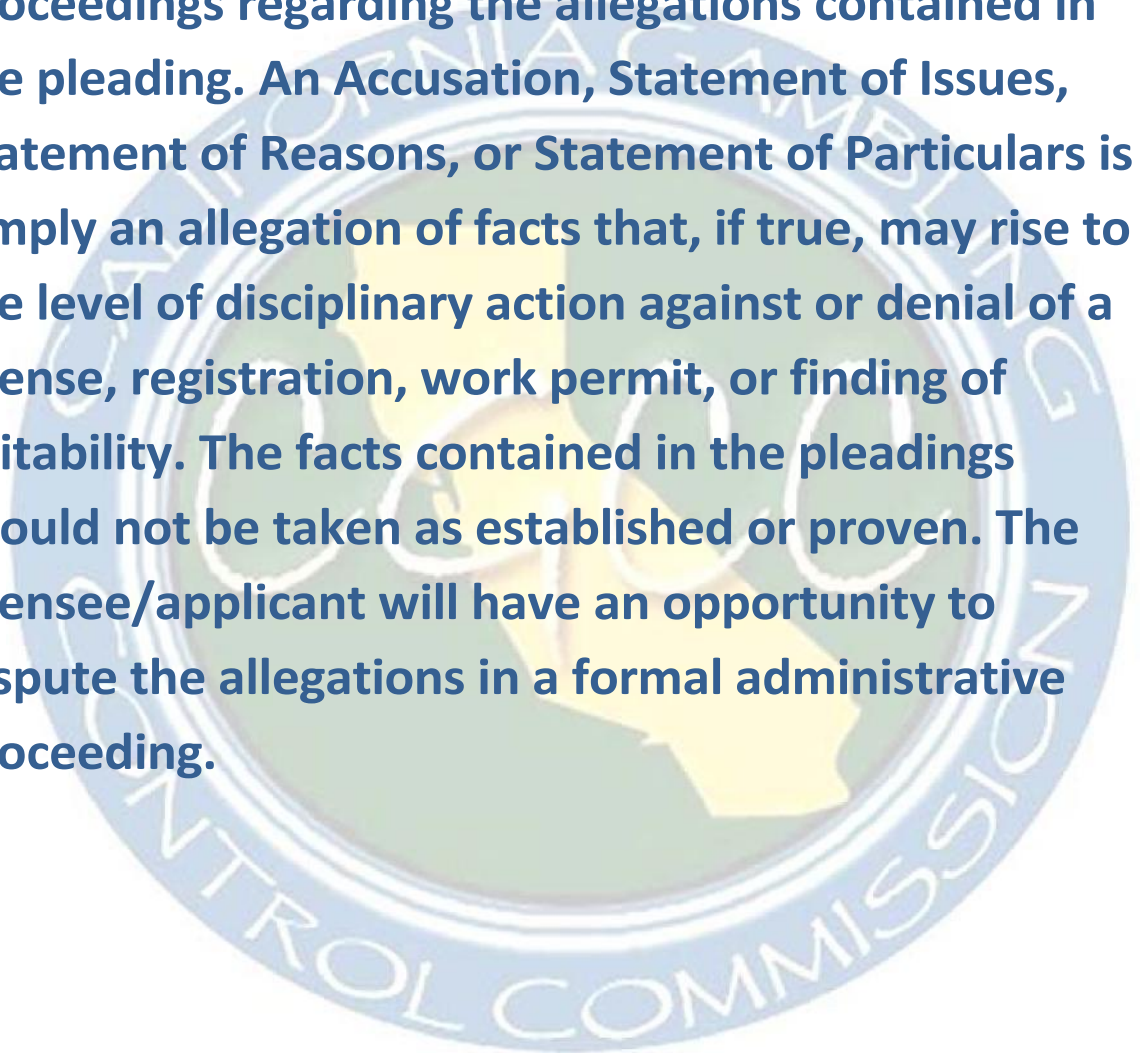


The Commission is providing a copy of this pleading (Accusation, or Statement of Reasons, Statement of Particulars, or Statement of Issues) so the public is as informed as possible of pending administrative proceedings regarding the allegations contained in the pleading. An Accusation, Statement of Issues, Statement of Reasons, or Statement of Particulars is simply an allegation of facts that, if true, may rise to the level of disciplinary action against or denial of a license, registration, work permit, or finding of suitability. The facts contained in the pleadings should not be taken as established or proven. The licensee/applicant will have an opportunity to dispute the allegations in a formal administrative proceeding.



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1 ROB BONTA
Attorney General of California
2 THOMAS L. RINALDI
Supervising Deputy Attorney General
3 ELAINE YAN
Deputy Attorney General
4 State Bar No. 277961
300 So. Spring Street, Suite 1702
5 Los Angeles, CA 90013
Telephone: (213) 269-6683
6 Facsimile: (916) 731-2126
E-mail: Elaine.Yan@doj.ca.gov
7 *Attorneys for Complainant*

8 **BEFORE THE**
9
10 **CALIFORNIA GAMBLING CONTROL COMMISSION**
11
12 **STATE OF CALIFORNIA**

11 In the Matter of The Statement of Reasons for
12 Denial of Application for a Key Employee
License for:

13 **DAVIS CHUE ZENG HER**

14 Respondent.

Case No. BGC-HQ2025-00024AL

OAH No. CGCC-2025-1023-9A

15 **STATEMENT OF REASONS**

Hearing Date: November 9, 2026

Hearing Time: 10:00 a.m.

Hearing Place: 2399 Gateway Oaks, Ste. 100,
Sacramento, CA 95833

16 **This hearing will be conducted by means of
17 video conference on Zoom. The Zoom
18 meeting code is 285 757 8614.**

19 Complainant alleges as follows:

20 **PARTIES**

21 1. Yolanda Morrow (Complainant) brings this Statement of Reasons solely in her
22 official capacity as Director of the California Department of Justice, Bureau of Gambling Control
23 (Bureau).

24 2. On or about June 24, 2021, the California Gambling Control Commission
25 (Commission) issued cardroom key employee license number GEKE-002594 to Davis Chue Zeng
26 Her (Respondent). On August 24, 2023, the Commission approved Respondent's application to
27
28

1 renew his key employee license with conditions. On October 24, 2025, the Commission issued
2 Interim Key Employee Renewal License, which will expire on June 30, 2027.

3 **THE APPLICATION AND THIS PROCEEDING**

4 3. On or about April 18, 2025, the Bureau received a Renewal Application for Key
5 Employee License (Application) from Respondent.

6 4. The Bureau conducted a background investigation with respect to Respondent's
7 Application.

8 5. On June 24, 2021, the Commission approved Respondent's initial application for a
9 key employee license with the following conditions:

10 a. Beginning August 1, 2021 and every 180 days thereafter, Davis Her must provide
11 the Bureau of Gambling Control with proof of efforts to satisfy their outstanding
12 collection accounts until resolved and proof of resolution is provided to the
13 Bureau.

14 b. Beginning August 1, 2021 and every 90 days thereafter, Davis Her must provide
15 the Bureau of Gambling Control with updates regarding the status of their
16 delinquent tax obligations until resolved and proof of resolution is provided to the
17 Bureau.

18 6. On August 24, 2023, the Commission approved Respondent's renewal application for
19 a key employee license with the same conditions identified in paragraph 5. On August 25, 2023,
20 the Commission sent Respondent a renewal approval letter which outlined the conditions, the
21 reporting requirements, and where to send the updates.

22 7. Respondent failed to comply with the conditions placed on his key employee license
23 by failing to timely provide updates to the Bureau during the prior and most recent renewal
24 periods.

25 ///

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1 8. On or about June 17, 2025, the Bureau sent Respondent a letter by mail and email
2 requesting that he provide: (1) a statement explaining why updates were not provided to the
3 Bureau as required by the conditions; and (2) proof of most recent payment, current balance,
4 payment arrangements, and proof of satisfaction for certain accounts by the deadline of June 27,
5 2025. No response was received by the deadline.

6 9. On or about July 3, 2025, the Bureau sent Respondent a final notice letter by certified
7 mail and email, which included a copy of the June 17, 2025, letter. The Bureau set the deadline of
8 July 10, 2025, for Respondent to provide the requested information. No response was received by
9 the deadline.

10 10. On September 9, 2025, the Bureau sent a notice to Respondent offering the
11 opportunity for a meeting with Bureau staff to discuss the basis for the Bureau's recommendation
12 to deny the license. Respondent did not respond by the deadline; therefore the right to a meeting
13 was deemed waived.

14 11. On September 17, 2025, the Bureau issued its Cardroom Key Employee Renewal
15 Background Investigation Report in this matter, recommending that the Commission deny the
16 Application on the grounds that Respondent failed to comply with the conditions placed on his
17 key employee license and that he failed to respond to the Bureau's requests for additional
18 information and documentation.

19 12. On October 10, 2025, the Commission notified Respondent that his Application
20 would be considered at its October 23, 2025, meeting. At its January 23, 2025, meeting, the
21 Commission voted to deny the Application.¹ On October 24, 2025, the Commission notified
22 Respondent of its action upon the Application and provided Respondent with a Notice of Defense
23 form (CGCC-CH1-03).

24 13. On or about November 21, 2025, the Commission received Respondent's Notice of
25 Defense, which requested an evidentiary hearing where the Commission will consider the merits
26 of the Application, the Bureau report, and any recommendation of the Bureau.

27 _____
28 ¹ The statutes and regulations applicable to this Statement of Reasons are quoted in
pertinent part in Appendix A.


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PRAYER

WHEREFORE, Complainant requests that a hearing be held on the matters herein alleged, and that following the hearing, the Commission issue a decision:

1. Denying Respondent’s Renewal Application for a Key Employee License; and
2. Taking such other and further action as the Commission may deem appropriate.

DATED: 05/04/2026



Yolanda Morrow, Director
Bureau of Gambling Control
California Department of Justice
Complainant

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APPENDIX A

BUSINESS AND PROFESSIONS CODE

1. Business and Professions Code section 19811, subdivision (b), provides:

Jurisdiction, including jurisdiction over operation and concentration, and supervision over gambling establishments in this state and over all persons or things having to do with the operations of gambling establishments is vested in the commission.

2. Business and Professions Code section 19823 provides:

(a) The responsibilities of the commission include, without limitation, all of the following:

(1) 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.

(2) Assuring that there is no material involvement, directly or indirectly, with a licensed gambling operation, or the ownership or management thereof, 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.

(b) For the purposes of this section, “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.

3. Business and Professions Code section 19824 provides, in part:

The commission shall have all powers necessary and proper to enable it fully and effectually to carry out the policies and purposes of this chapter,^[2] including, without limitation, the power to do all of the following:

* * *

(b) For any cause deemed reasonable by the commission, deny any application for a license, permit, or approval provided for in this chapter or regulations adopted pursuant to this chapter, limit, condition, or restrict any license, permit, or approval, or impose any fine upon any person licensed or approved. The commission may condition, restrict, discipline, or take action against the license of an individual owner endorsed on the license certificate of the gambling

² “Chapter” refers to Business and Professions Code, division 8, chapter 5, (commencing with section 19800), also known as the Gambling Control Act.

1 enterprise whether or not the commission takes action against the
license of the gambling enterprise.

2 * * *

3 (d) Take actions deemed to be reasonable to ensure that no
4 ineligible, unqualified, disqualified, or unsuitable persons are
associated with controlled gambling activities.

5
6 4. Business and Professions Code section 19850 provides, in part:

7 Every person who, either as owner, lessee, or employee, whether
8 for hire or not, either solely or in conjunction with others, deals,
operates, carries on, conducts, maintains, or exposes for play any
9 controlled game in this state, or who receives, directly or indirectly,
any compensation or reward, or any percentage or share of the money
10 or property played, for keeping, running, or carrying on any controlled
game in this state, shall apply for and obtain from the commission, and
11 shall thereafter maintain, a valid state gambling license, key employee
license, or work permit, as specified in this chapter. In any criminal
12 prosecution for violation of this section, the punishment shall be as
provided in Section 337j of the Penal Code.

13 5. Business and Professions Code section 19853, subdivision (a), provides in part:

14 The commission, by regulation or order, may require that the
15 following persons register with the commission, apply for a finding of
suitability as defined in subdivision (j) of Section 19805, or apply for a
16 gambling license:

17 * * *

18 (3) Any person who does business on the premises of a
licensed gambling establishment.

19
20 6. Business and Professions Code section 19856 provides:

21 (a) Any person who the commission determines is qualified to
22 receive a state license, having due consideration for the proper
protection of the health, safety, and general welfare of the residents of
23 the State of California and the declared policy of this state, may be
issued a license. The burden of proving his or her qualifications to
24 receive any license is on the applicant.

25 (b) An application to receive a license constitutes a request for a
determination of the applicant's general character, integrity, and ability
26 to participate in, engage in, or be associated with, controlled gambling.

27 (c) In reviewing an application for any license, the commission
shall consider whether issuance of the license is inimical to public
28 health, safety, or welfare, and whether issuance of the license will
undermine public trust that the gambling operations with respect to

1 which the license would be issued are free from criminal and dishonest
2 elements and would be conducted honestly.

3
4
5 7. Business and Professions Code section 19857 provides:

6 No gambling license shall be issued unless, based on all of the
7 information and documents submitted, the commission is satisfied that
8 the applicant is all of the following:

9 (a) A person of good character, honesty, and integrity.

10 (b) A person whose prior activities, criminal record, if any,
11 reputation, habits, and associations do not pose a threat to the public
12 interest of this state, or to the effective regulation and control of
13 controlled gambling, or create or enhance the dangers of unsuitable,
14 unfair, or illegal practices, methods, and activities in the conduct of
15 controlled gambling or in the carrying on of the business and financial
16 arrangements incidental thereto.

17 (c) A person that is in all other respects qualified to be licensed
18 as provided in this chapter.

19
20 8. Business and Professions Code section 19859 provides, in part:

21 The commission shall deny a license to any applicant who is
22 disqualified for any of the following reasons:

23 (a) Failure of the applicant to clearly establish eligibility and
24 qualification in accordance with this chapter.

25 (b) Failure of the applicant to provide information,
26 documentation, and assurances required by this chapter or requested
27 by the chief, or failure of the applicant to reveal any fact material to
28 qualification, or the supplying of information that is untrue or
misleading as to a material fact pertaining to the qualification criteria.

9. Business and Professions Code section 19866 provides:

An applicant for licensing or for any approval or consent required
by this chapter, shall make full and true disclosure of all information
to the department and the commission as necessary to carry out the
policies of this state relating to licensing, registration, and control of
gambling.

10. Business and Professions Code section 19870 provides:

(a) The commission, after considering the recommendation of the chief and any other testimony and written comments as may be presented at the meeting, or as may have been submitted in writing to the commission prior to the meeting, may deny the application, grant a license to an applicant who it determines to be qualified to hold the license, or refer the application to an evidentiary hearing.

(b) When the commission grants an application for a license or approval, the commission may limit or place restrictions on the license or approval as it may deem necessary in the public interest, consistent with the policies described in this chapter.

(c) If, during a meeting, the commission denies an application, denies approval, or approves with limits, restrictions, or conditions, the action shall be stayed for a period of 30 days after the meeting, during which the applicant may request an evidentiary hearing. If the applicant does not file a request for an evidentiary hearing within 30 days, the action of the commission taken at the meeting is final. If the applicant waives the right to hearing and assents to the action of the commission in writing, upon receipt of the waiver by the commission, the action shall no longer be stayed. If the applicant files a timely request for an evidentiary hearing, the action shall be vacated and the application shall be reviewed de novo at the evidentiary hearing.

(d) When an application is denied after an evidentiary hearing, the commission shall prepare and file a detailed statement of its reasons for the denial.

(e) All proceedings relating to an application at a meeting of the commission or at an evidentiary hearing shall be recorded stenographically or by audio or video recording.

(f) A decision of the commission after an evidentiary hearing, denying a license or approval, or imposing 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 Procedure. Section 1094.5 of the Code of Civil Procedure does not apply to any judicial proceeding held to consider that petition, and the 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 commission's jurisdiction.

11. Business and Professions Code section 19871 provides:

(a) An evidentiary hearing described in Section 19870 shall be conducted in accordance with regulations of the commission and as follows:

(1) Oral evidence shall be taken only upon oath or affirmation.

(2) Each party shall have all of the following rights:

1 (A) To call and examine witnesses.

2 (B) To introduce exhibits relevant to the issues
of the case.

3 (C) To cross-examine opposing witnesses on
4 any matters relevant to the issues, even if the matter
was not covered on direct examination.

5 (D) To impeach any witness, regardless of
6 which party first called the witness to testify.

7 (E) To offer rebuttal evidence.

8 (3) If the applicant does not testify on their own behalf, the
applicant may be called and examined as if under cross-
9 examination.

10 (4) The hearing need not be conducted according to technical
11 rules relating to evidence and witnesses. Any relevant evidence
may be considered, and is sufficient in itself to support a finding, if
12 it is the sort of evidence on which responsible persons are
accustomed to rely in the conduct of serious affairs, regardless of
13 the existence of any common law or statutory rule that might make
improper the admission of that evidence over objection in a civil
action.

14 (b) This section does not confer upon an applicant a right to
15 discovery of the department's investigative reports or to require
disclosure of any document or information the disclosure of which is
16 otherwise prohibited by any other provision of this chapter.

17 **CALIFORNIA CODE OF REGULATIONS**

18 12. California Code of Regulations, title 4, section 12040, provides, in part:

19 (a) An application for an initial or renewal license:

20 (1) Will be denied if the Commission finds that the applicant
21 has not satisfied the requirements of Business and Professions
Code section 19857; or,

22 (2) Will be denied if the Commission finds that any of the
23 provisions of Business and Professions Code section 19859 apply
to the applicant.

24 * * *

1 13. California Code of Regulations, title 4, section 12054, provides, in pertinent part:

2 (a) At a Commission meeting, the Commission may take, but is
3 not limited to taking, one of the following actions:

4 * * *

5 (4) Elect to hold or retract an evidentiary hearing in
6 accordance with Section 12056 and, for a renewal application,
7 issue an interim renewal license pursuant to Section 12035. The
8 Commission will identify those issues for which it requires
9 additional information or consideration related to the applicant's
10 suitability.

11 14. California Code of Regulations, title 4, section 12056, provides, in part:

12 (a) If the Commission elects to hold an evidentiary hearing, or an
13 applicant has elected to request an evidentiary hearing following a
14 Commission approval with conditions, restrictions, or limitations
15 pursuant to paragraph (2) of subsection (a) of Section 12054 or a
16 denial pursuant to paragraph (3) of subsection (a) of Section 12054,
17 the hearing will be conducted as a GCA hearing under Section 12060,
18 unless the Executive Director or the Commission determines the
19 hearing should be conducted as an APA hearing under Section 12058.
20 . . .

21 15. California Code of Regulations, title 4, section 12060, provides:

22 (a) If the Executive Director determines it is appropriate, he or she
23 may set an application for consideration at a GCA hearing in advance of
24 a meeting pursuant to Section 12054. The Executive Director will give
25 notice to the applicant, pursuant to paragraph (2) subsection (c) of
26 Section 12052, to the Office of the Attorney General, and to the Bureau
27 no later than 90 calendar days in advance of the GCA hearing. The
28 Executive Director's determination will be based on information
contained in the Bureau's report or other appropriate sources including,
without limitation, a request from the Bureau or applicant as well as the
Commission's operational considerations.

(b) When a GCA hearing is elected pursuant to Section 12056,
subsection (a), the Executive Director will give notice to the applicant,
pursuant to paragraph (2) subsection (c) of Section 12052, to the Office
of the Attorney General, and to the Bureau no later than 60 calendar days
in advance of the GCA hearing.

(c) An applicant may request that his, her, or its GCA hearing be
held at a Southern California location instead of the Commission's
principal office in Sacramento, by completing the appropriate section on
the Notice of Defense, CGCC-CH1-03 (Rev. 08/21). The request must be
made on the initial Notice of Defense form submitted to the Commission
and Bureau within the timeframes specified on the form.

(1) The Executive Director will approve a Southern
California GCA hearing, if the request is timely made on the initial
Notice of Defense form and meets all of the following criteria:

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(A) The GCA hearing is estimated by Commission staff to last no longer than four hours.

(B) The primary residence of the applicant is located in one of the following counties: Imperial, Kern, Los Angeles, Orange, Riverside, San Diego, San Luis Obispo, San Bernardino, Santa Barbara, or Ventura.

(C) A GCA hearing will be noticed for a Southern California location only when it is in the best public interest, promotes judicial economy, and comports with the Commission's availability.

(2) If at any time before the hearing, the Executive Director determines that the criteria in subparagraphs (A) through (C) of paragraph (1) are no longer met, Commission staff may cancel the Southern California GCA hearing and issue a new notice for a hearing at the Commission's principal office in Sacramento.

(d) The presiding officer and her or his support staff will have no communication with the Commission or Commission staff upon the merits of an application prior to the evidentiary hearing. The Executive Director will designate a presiding officer which will be:

- (1) A member of the Commission's legal staff; or,
- (2) An Administrative Law Judge.

(e) The applicant or the complainant, or the applicant and the complainant, may request a continuance in writing to the Executive Director stating the reason for the continuance and any proposed future hearing dates. The Executive Director or Commission may approve the request. For a Southern California GCA hearing, if a continuance is granted, the hearing may be scheduled in Sacramento or Southern California based on the criteria specified in subparagraphs (A) through (C) of paragraph (1) of subsection (c).

(f) The complainant will provide to the applicant, subject to subsection (b) of Section 12056, at least 45 calendar days prior to the GCA hearing, and the applicant must provide to the complainant, at least 30 calendar days prior to the GCA hearing, the following items:

- (1) A list of potential witnesses with the general subject of the testimony of each witness;
- (2) Copies of all documentary evidence intended to be introduced at the hearing and not previously provided;
- (3) Reports or statement of parties and witnesses, if available; and
- (4) All other written comments, writings, or other items containing relevant evidence.

(g) The provisions of subsection (f) of this section provide the exclusive right to and method of discovery between the applicant and

1 complainant to a GCA hearing. Discovery is not permitted upon a
2 Commission member or an advisor of the Commission unless a showing
3 is made that they have direct personal factual information pertaining to
4 material issues related to the application at issue and the information to
5 be gained from the Commission member or advisor of the Commission is
6 not available through any other sources.

7 (h) A presiding officer will rule on the admissibility of evidence and
8 on any objections raised except for objections raised under subsection
9 (h). A ruling by the presiding officer is final.

10 (1) In advance of the GCA hearing, upon a motion of a party
11 or by order of the presiding officer, the presiding officer may
12 conduct a pre-hearing conference, either in person, via
13 teleconference, or by email exchange, subject to the presiding
14 officer's availability and will issue a pre-hearing order if appropriate
15 or requested by either party. The pre-hearing conference and order
16 may address the following:

17 (A) Evidentiary issues;

18 (B) Witness and exhibit lists;

19 (C) Alterations in the Bureau recommendation;

20 (D) Stipulations for undisputed facts and/or the
21 admission of evidence including without limitation the
22 Bureau's report;

23 (E) Authorizing offsite livestreaming appearances for
24 parties or witnesses if good cause has been presented and
25 only if the process for offsite livestreaming has been
26 approved by the Executive Director; and,

27 (F) Other issues that may be deemed appropriate to
28 promote the orderly and prompt conduct of the hearing.

(2) The GCA hearing need not be conducted according to
technical rules of evidence. Any relevant evidence may be
considered, and is sufficient in itself to support findings if it is the
sort of evidence on which reasonable persons are accustomed to
rely in the conduct of serious affairs, regardless of the existence of
any common law or statutory rule that might make improper the
admission of that evidence over objection in a civil action.

(i) The Commission may, at any time upon a showing of prejudice
by the objecting party:

(1) Prohibit the testimony of any witness or the introduction
of any documentary evidence that has not been disclosed pursuant
to subsection (f); or

(2) Continue any meeting or hearing as necessary to mitigate
any prejudice.

(j) The complainant will present all facts and information in the

1 Bureau report, if any, and the results of the Bureau's background
2 investigation, and the basis for any recommendation, if the Bureau filed
3 one with the Commission according to Business and Professions Code
4 section 19868, to enable the Commission to make an informed decision
5 on whether the applicant has met his, her, or its burden of proof. The
6 complainant may but is not required to recommend or seek any particular
7 outcome during the evidentiary hearing, unless it so chooses.

8 (k) The burden of proof is always on the applicant to prove his, her,
9 or its qualifications to receive any license or other approval under the
10 Act.

11 (l) The applicant may choose to represent himself, herself, or itself,
12 or may retain an attorney or lay representative. Lay representatives may
13 assist the applicant but are not authorized to serve as an attorney as
14 otherwise defined and regulated by state law.

15 (m) Except as otherwise provided in subsection (i), the complainant
16 and applicant will have the right to call and examine witnesses under
17 oath; to introduce relevant exhibits and documentary evidence; to cross-
18 examine opposing witnesses on any relevant matter, even if the matter
19 was not covered in direct examination; to impeach any witness,
20 regardless of which party first called the witness to testify; and to offer
21 rebuttal evidence. If the applicant does not testify on his, her or its behalf,
22 the applicant may be called and examined, under oath, as if under cross-
23 examination.

24 (n) Oral evidence will be taken upon oath or affirmation, which may
25 be administered by the Executive Director, a member of the Commission,
26 or the presiding officer if an Administrative Law Judge.

27 (o) At the conclusion of the evidentiary hearing, the members of the
28 Commission will take the matter under submission, may discuss the
matter in a closed session meeting, and may schedule future closed
session meetings for deliberation.

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