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.

ROL COMMIS

1	ROB BONTA	
2	Attorney General of California T. MICHELLE LAIRD	
3	Senior Assistant Attorney General Noel A. Fischer	
4	Supervising Deputy Attorney General NEIL D. HOUSTON	
5	Deputy Attorney General State Bar No. 168058	
6	1300 I Street, Suite 125 P.O. Box 944255	
7	Sacramento, CA 94244-2550 Telephone: (916) 210-7812	
8	Fax: (916) 327-2319 E-mail: Neil.Houston@doj.ca.gov	
9	Attorneys for Complainant	
10	ВЕГОН	RE THE
11	CALIFORNIA GAMBLING	CONTROL COMMISSION
12	STATE OF C	CALIFORNIA
13		
14	In the Matter of the Application for a Finding of	Case Nos.: CGCC-2023-1116-12A
15	Suitability for:	BGC-HQ2023-00014AL
16	PHIA XIONG	STATEMENT OF REASONS
17		Hearing Date: September 30, 2024
18	TRUE 020615	Hearing Time: 10:00 a.m. Hearing Place: 2399 Gateway Oaks, Ste. 100
19	TRKE-020615	Sacramento, CA 95833
20	Respondent.	This hearing will be conducted by means of video conferencing on Zoom. The Zoom
21		meeting code is 285 757 8614.
22		
23	Complainant alleges as follows:	
24		TIES
25	1. Yolanda Morrow (Complainant) brings this Statement of Reasons solely in her	
26	official capacity as the Director of the California	Department of Justice, Bureau of Gambling
27	Control (Bureau).	
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2. Phia Xiong (Respondent) has been employed by Table Mountain Casino (Table Mountain) from February 2019 to the Present. He assumed key employee duties (Table Games Floor Supervisor) in February 2019.

## THE APPLICATION AND THIS PROCEEDING

- 3. On March 26, 2019, the Bureau received Respondent's initial Application for Finding of Suitability Tribal Key Employee (BGC-TKE-001 (Rev. 03/2015) and a Tribal Key Employee Supplemental Background Investigation Information (BGC-TBL-001 (Rev. 07/11) (collectively, Application). The Application was occasioned by Respondent's employment as a Table Games Floor Supervisor (key) at Table Mountain. Upon receipt of the Application, the Bureau undertook a Tribal Key Employee Background Investigation.
- 4. During its background investigation of the Respondent, the Bureau learned that Respondent had failed to disclose certain derogatory employment information and had misrepresented a significant event in his employment history. The Bureau on multiple occasions requested and obtained further information from Respondent concerning information contained in the Application.
- 5. On September 26, 2023, Assistant Director Lisa Wardall, Manager II Frances
  Asuncion, and Manager II Mysty Trejo met with Respondent via telephone and informed him
  generally of the Bureau's recommendation to deny the Application. On September 27, 2023,
  Assistant Director Wardall and Manager II Trejo met with Gaming Commission Chairman Isaac
  Ballesteros, Gaming Commissioner Tom Alvarado, Gaming Commissioner Manuel Sanchez, and
  Backgrounds Manager Isaac Chacon-Macias of the Table Mountain Rancheria Tribal Gaming
  Commission (Tribal Gaming Agency), to inform them of the general basis for the Bureau's
  recommendation to deny the Application. The Tribal Gaming Agency did not provide a response
  or any additional information.

<sup>&</sup>lt;sup>1</sup> At the time of his Application, Respondent was employed at the Table Mountain Casino. Because this gambling establishment is owned and operated by the Table Mountain Rancheria, pursuant to a tribal-state compact, Respondent's gaming license was issued by the Table Mountain Rancheria Tribal Gaming Commission (the Tribal Gaming Agency). Accordingly, under these circumstances, the Commission is required to make a determination of suitability "for licensure under the California Gambling Control Act." (Tribal-State Compact Between the State of California and the Table Mountain Rancheria, § 6.5.6.

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<sup>&</sup>lt;sup>2</sup> The statutes and regulations applicable to this Statement of Reasons are quoted in pertinent part in Appendix A.

## 1 **FIRST CAUSE FOR DENIAL** 2 (Unsuitable for Licensure) 3 10. Respondent's Application is subject to mandatory or discretionary denial on the 4 ground that Respondent is unsuitable for licensure because his prior conduct indicates that he is 5 not a person of good character, honesty, and integrity within the meaning of the Gambling 6 Control Act, and that his prior activities pose a threat to the public interest of this state, or to the 7 effective regulation and control of controlled gambling. Respondent failed to disclose and 8 provided misleading information regarding the termination of his prior employment by 9 Chukchansi Gold Resort and Casino for violating policy and procedure, ethics, failure to uphold 10 Title 31 requirements, and failure to protect tribal assets, by stating in the Application that he 11 resigned from that employment, and by subsequently providing an unsatisfactory explanation of 12 the discrepancy between his statement in the Application and facts as determined by the Bureau's 13 investigation. 14 Respondent's failures to disclose, and willingness to misrepresent, derogatory events 11. 15 in his employment history as described in paragraph 10, above, make Respondent ineligible for 16 licensure under the Gambling Control Act. 17 (Bus. & Prof. Code, §§ 19856, 19857 [discretionary denial], 19859, subds. (a) & (b) [mandatory 18 denial]; Cal. Code Regs., tit. 4, § 12040, subds. (a)(1) & (2) [mandatory denial].) 19 //// 20 21 //// 22 23 //// 24 25 //// 26

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	APPENDIX A
	<b>BUSINESS AND PROFESSIONS CODE</b>
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 operation 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 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, [3] 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

1		condition, restrict, discipline, or take action against the license of an individual owner endorsed on the license certificate of the gambling
2		enterprise whether or not the commission takes action against the license of the gambling enterprise.
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4		*** (1) T 1
5		(d) Take actions deemed to be reasonable to ensure that no ineligible, unqualified, disqualified, or unsuitable persons are associated with controlled gambling activities.
6		assectance with controlled game in g activities.
7	4.	Business and Professions Code, section 19854 provides, in part:
8		(a) A person shall not be employed as a key employee unless that person applies for and obtains a key employee license.
9		(b) A person shall not be issued a key employee license unless the
10		person would qualify for a state gambling license.
11	5.	Business and Professions Code section 19856 provides:
12		(a) Any person who the commission determines is qualified to receive a state license, having due consideration for the proper
13		protection of the health, safety, and general welfare of the residents of the State of California and the declared policy of this state, may be
14		issued a license. The burden of proving his or her qualifications to receive any license is on the applicant.
15		•
16		(b) 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
17		ability to participate in, engage in, or be associated with, controlled gambling.
18		(c) In reviewing an application for any license, the commission shall consider whether issuance of the license is inimical to public
19		health, safety, or welfare, and whether issuance of the license will undermine public trust that the gambling operations with respect to
20		which the license would be issued are free from criminal and dishonest elements and would be conducted honestly.
21		
22	6.	Business and Professions Code section 19857 provides:
23		No gambling license shall be issued unless, based on all of the
24		information and documents submitted, the commission is satisfied that the applicant is all of the following:
25		(a) A person of good character, honesty, and integrity.
26		(b) A person whose prior activities, criminal record, if any,
27		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
28		controlled gambling, or create or enhance the dangers of unsuitable, unfair, or illegal practices, methods, and activities in the conduct of

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<sup>&</sup>lt;sup>4</sup> "Chief" refers to the Director of the Bureau. (Bus. & Prof. Code, § 19805, subd. (d).)

1	(d) When an application is denied after an evidentiary hearing, the commission shall prepare and file a detailed statement of its
2	reasons for the denial.
3	(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.
5	(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
7	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
8	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
9	arbitrary and capricious, or that the action exceeded the commission's jurisdiction.
10	10. Business and Professions Code section 19871 provides:
11	(a) An evidentiary hearing described in Section 19870 shall be
12	conducted in accordance with regulations of the commission and as follows:
13	(1) Oral evidence shall be taken only upon oath or affirmation.
14	
15	(2) Each party shall have all of the following rights:
16	(A) To call and examine witnesses.
17	(B) To introduce exhibits relevant to the issues of the case.
18	(C) To cross-examine opposing witnesses on
19	any matters relevant to the issues, even though the matter was not covered on direct examination.
20	(D) To impeach any witness, regardless of which party first called the witness to testify.
21	(E) To offer rebuttal evidence.
22	
23	(3) If the applicant does not testify in his or her own behalf, he or she may be called and examined as if under cross-examination.
24	
25	(4) The meeting need not be conducted according to technical rules relating to evidence and witnesses. Any relevant
26	evidence may be considered, and is sufficient in itself to support a finding, if it is the sort of evidence on which responsible persons
27	are accustomed to rely in the conduct of serious affairs, regardless of the existence of any common law or statutory rule that might
28	make improper the admission of that evidence over objection in a civil action.

1 (b) Nothing in this section confers upon an applicant a right to discovery of the department's<sup>[5]</sup> investigative reports or to require 2 disclosure of any document or information the disclosure of which is otherwise prohibited by any other provision of this chapter. 3 CALIFORNIA CODE OF REGULATIONS 4 5 11. California Code of Regulations, title 4, section 12040, subdivision (a) provides, in 6 part: An application for an initial or renewal license: 7 (1) Will be denied if the Commission finds that the applicant 8 has not satisfied the requirements of Business and Professions 9 Code section 19857; or, (2) Will be denied if the Commission finds that any of the 10 provisions of Business and Professions Code section 19859 apply to the applicant. 11 12 12. California Code of Regulations, title 4, section 12054, subdivision (a)(2) provides: Issue a license, work permit, finding of suitability, or other 13 approval with conditions, restrictions, or limitations, and for renewal a renewal application, issue an interim renewal license pursuant to 14 Section 12035. 15 California Code of Regulations, title 4, section 12056, subdivision (a) provides in 16 part: 17 18 If the Commission elects to hold an evidentiary hearing, or an applicant has elected to request an evidentiary hearing following a 19 Commission approval with conditions, restrictions, or limitations pursuant to paragraph (2) of subsection (a) of Section 12054 or a 20 denial pursuant to paragraph (3) of subsection (a) of Section 12054, the hearing will be conducted as a GCA hearing under Section 12060, 21 unless the Executive Director or the Commission determines the hearing should be conducted as an APA hearing under Section 22 12058 . . . . 14. California Code of Regulations, title 4, section 12060, provides: 23 24 (a) If the Executive Director determines it is appropriate, he or she may set an application for consideration at a GCA hearing in 25 advance of a meeting pursuant to Section 12054. The Executive Director will give notice to the applicant, pursuant to paragraph (2) 26 subsection (c) of Section 12052, to the Office of the Attorney General, and to the Bureau no later than 90 calendar days in advance of the 27 <sup>5</sup> "Department" refers to the Department of Justice. (Bus. & Prof. Code, § 19805, subd. 28

1	GCA hearing. The Executive Director's determination will be based
2	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.
3	(b) When a GCA hearing is elected pursuant to Section 12056,
4	subdivision (a), the Executive Director will give notice to the
5	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.
6	(c) An applicant may request that his, her, or its GCA hearing be
7	held at a Southern California location instead of the Commission's principal office in Sacramento, by completing the appropriate section
8	on the Notice of Defense, CGCC-CH1-03 (Rev. 8/21). The request must be made on the initial Notice of Defense form submitted to the
9	Commission and Bureau within the timeframes specified on the form.
10	(1) The Executive Director will approve a Southern
11	California GCA hearing, if the request is timely made on the initial Notice of Defense form and meets all of the following criteria:
12	(A) The GCA hearing is estimated by Commission staff to last no longer than four hours.
13	
14	<ul> <li>(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</li> </ul>
15	Bernardino, Santa Barbara, or Ventura.
16	(C) A GCA hearing will be noticed for a Southern California location only when it is in the best public interest, promotes
17	judicial economy, and comports with the Commission's availability.
18	(2) If at any time before the hearing the Evecutive Director
19	(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
20	Southern California GCA hearing and issue a new notice for a hearing at the Commission's principal office in Sacramento.
21	
22	(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
23	Executive Director will designate a presiding officer which shall be:
24	(1) A member of the Commission's legal staff; or,
25	(2) An Administrative Law Judge.
26	(e) The applicant or the complainant, or the applicant and the complainant, may request a continuance in writing to the Executive
27	Director stating the reason for the continuance and any proposed future hearing dates. The Executive Director or Commission may
28	approve the request. For a Southern California GCA hearing, if a

1	continuance is granted, the hearing may be scheduled in Sacramento
2	of Southern California based on the criteria specified in subparagraphs (A) through (C) of paragraph (1) of subsection (c).
3	(f) The complainant shall provide to the applicant, subject to
4	subsection (b) of Section 12056, at least 45 calendar days prior to the GCA hearing, and the applicant shall provide to the complainant, at
5	least 30 calendar days prior to the GCA hearing, the following items:
6	(1) A list of potential witnesses with the general subject of the testimony of each witness;
7	(2) Copies of all documentary evidence intended to be introduced at the hearing and not previously provided;
8	(3) Reports or statements of parties and witnesses, if
9	available; and
10	(4) All other written comments or writings containing relevant evidence.
11	(g) The provisions of subsection (f) of this section provide the
12	exclusive right to and method of discovery between the applicant and complainant to a GCA hearing. Discovery is not permitted upon a
13	Commission member or an advisor of the Commission unless a showing is made that they have direct personal factual information
14	pertaining to material issues related to the application at issue and the
15	information to be gained from the Commission member or advisor of the Commission is not available through any other sources.
16	(h) A presiding officer will rule on the admissibility of evidence
17	and on any objections raised except for objections raised under subsection (h). A ruling by the presiding officer is final.
18	(1) In advance of the GCA hearing, upon a motion of a party
19	or by order of the presiding officer, the presiding officer may conduct a pre-hearing conference, either in person, via
20	teleconference, or by email exchange, subject to the presiding officer's availability and will issue a pre-hearing order if
21	appropriate or requested by either party. The pre-hearing conference and order may address the following:
22	(A) Evidentiary issues;
23	(B) Witness and exhibit lists;
24	(C) Alterations in the Bureau recommendation;
25	(D) Stipulation for undisputed facts and/or the admission
26	of evidence including without limitation the Bureau's report;
27	(E) Authorizing offsite livestreaming appearances for parties or witnesses if good cause has been presented and only
28	if the process for offsite livestreaming has been approved by the Executive Director; and

- (o) At the conclusion of the evidentiary hearing, the members of the 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.
- 15. California Code of Regulations, title 4, section 12120 provides, in part:

Applications for findings of suitability received pursuant to Tribal-State gaming compact section 6.5.6 and comparable sections of new or amended compacts for Tribal gaming employees in key employee positions, Tribal gaming resource suppliers and financial sources, will be processed as initial or renewal licenses consistent with Section 12040.

## TRIBAL-STATE COMPACT BETWEEN THE STATE OF CALIFORNIA AND THE TABLE MOUNTAIN RANCHERIA

16. The Tribal-State Compact Between the State of California and the Table Mountain Rancheria section 6.5.6 (State Certification Process) provides, in part:

Except for an applicant for licensing as a non-key Gaming Employee, as defined by agreement between the Tribal Gaming Agency and the State Gaming Agency, the Tribal Gaming Agency shell require the applicant also to file an application with the State Gaming Agency, prior to issuance of a temporary or permanent tribal gaming license, for a determination of suitability for licensure under the California Gambling Control Act. Investigation and disposition of that application shall be governed entirely by state law, and the State Gaming Agency shall determine whether the applicant would be found suitable for licensure in a gambling establishment subject to that Agency's jurisdiction. Additional information may be required by the State Gaming Agency to assist it in its background investigation, provided that such State Gaming Agency requirement shall be no greater than that which may be required of applicants for a State gaming license in connection with nontribal gaming activities and at a similar level of participation or employment. . . . If further investigation is required to supplement the investigation conducted by the Tribal Gaming Agency, the applicant will be required to pay the statutory application fee charged by the State Gaming agency pursuant to Business and Professions Code section 19941 (a). . . . Failure to pay the application fee . . . may be grounds for denial of the application by the State Gaming Agency. . . . Upon completion of the necessary background investigation or other verification of suitability, the State Gaming Agency shall issue a notice to the Tribal Gaming Agency certifying that the State has determined that the applicant would be suitable, or that the applicant would be unsuitable, for

licensure in a gambling establishment subject to the jurisdiction of the State Gaming Agency and, if unsuitable, stating the reasons therefor. . . . Prior to denying an application for a determination of suitability, the State Gaming Agency shall notify the Tribal Gaming Agency and afford the Tribe an opportunity to be heard. If the State Gaming Agency denies an application for a determination of suitability, that Agency shall provide the applicant with written notice of all appeal rights available under state law. Tribal-State Compact Between the State of California and the Table Mountain Rancheria, executed October 13, 1999, pp. 20-21.