1 2	Drew J. Couto, SBN 125770 couto&associates	ELECTRONICALLY FILED Superior Court of California,
	755 West A Street Suite 100	County of San Diego 09/28/2022 at 04:53:00 PM
3	San Diego, California 92101 Telephone No. (858) 354-3739	Clerk of the Superior Court
4	Email: drew@coutoesq.com	By E. Filing Deputy Clerk
5	Attorney for Petitioner, Jerry Hollendorfer	
6		
7 8	SUPERIOR COURT OF T	HE STATE OF CALIFORNIA
	FOR THE COUNTY OF SAN DIEGO	
9	TOK THE COOK	TT OF SAN DILGO
10		
11	JERRY HOLLENDORFER,	CASE NO. 37-2020-00016369-CU-WM-CTL
12	Petitioner,	PETITIONER JERRY HOLLENDORFER'S
13	v.	REPLY TO OPPOSITION TO PETITION FOR
14	CALIFORNIA HORSE RACING BOARD,	WRIT OF MANDATE PURSUANT TO CODE OF CIVIL PROCEDURE <i>§1085</i>
15	Respondent.	3
16		[IMAGED FILE]
17		Filed: May 28, 2020
18		Date: October 7, 2022
19		TIME: 1:30 P.M.
		Judge: Hon. Ronald Frazier
20		Dерт.: C-65
21		
22		
23		
24		
25		
26		
27		
28		
_0		1

1 I. Introduction 2 Petitioner's Code of Civ. Proc. §1085 claims arise from Respondent's failure to comply with its 3 duties under the law as such duties are set forth in statute, regulations, and as determined/clarified by 4 judicial precedent. 5 Respondent's Opposition misconstrues Petitioner's requests as only seeking to compel "the CHRB 6 hold a hearing under Business and Professions Code section 19573." The damage to Petitioner has already 7 been done, and a hearing years later cannot remedy that damage. 8 Three and a half years have passed since Petitioner sought such relief from Respondent. His 9 business is lost; his livelihood gone. Respondent's failure to timely fulfil its statutorily mandated 10 responsibilities deprived Petitioner of the due process and equal protection guaranteed him under the U.S. 11 and California Constitutions as a licensee of the CHRB having vested fundamental property interests in 12 that license. Respondent's acts and omissions both ignored and undermined Petitioner's common law 13 right to Fair Procedure. Respondent encouraged and enabled the racing associations it licensed to 14 unlawfully deprive Petitioner of his common law and constitutionally protected rights, of the ability to 15 engage in his longstanding occupation and licensed profession, of economic interests, and of vested 16 property interests without substantive or procedural protections or review. 17 Those acts and/or omissions exceeded Respondent's authority under the law. 18 The California Legislature authorized and required Respondent to adopt, administer, and enforce 19 regulations that are consistent with the law. Bus. & Prof. §19562, Fipke v. Cal. Horse Racing Bd. (2020) 20 55 Cal.App.5th 505, 510. 21 In its Opposition, Respondent again admits and concedes that its staff determined that it was LATC 22 that refused/denied Petitioner's valid September 2019 race entry, not the CHRB's Board of Stewards. It 23 made that determination when controlling CHRB Rules mandated that only the Stewards could deny or 24 refuse a valid race entry. The controlling Rules were never suspended, nor otherwise made inoperable 25 nor inapplicable. Notwithstanding Respondent's attempts to rationalize its decision to ignore LATC's 26 Rule violations, Respondent's conduct exceeded its authority under the law and violated public policy. 27 Respondent's legal assertions – then and now – are without merit. 28 Neither DMTC nor LATC could privately acquire the right to refuse valid race entries via the

language of a Stall Application or RMA. Race meet conditions established by contract or independently by a racing association that conflict or are otherwise inconsistent with enforceable CHRB Rules are is expressly prohibited by regulation and public policy. At all relevant times, Respondent was, or should have been, fully aware that any such conflicting contractual or unilaterally imposed condition was superseded CHRB Rules 1402 (Controlling Authority), 1437 (Conditions of Race Meetings) and 2045 (Prohibited Provisions of Horsemen's Agreements).

Respondent's rationalization further conflicts with specific judicial guidance previously given the CHRB; specifically, mandating that it not ignore the application of valid CHRB Rules in favor of racing association conditions. De La Torre v. Cal. Horse Racing Bd. (2017) 7 Cal.App.5th 1058; and *De La Torre v. Cal. Horse Racing Bd. et al.* (Super. Ct. Los Angeles County, 2016, No. BS154412) (Ex. 63). Respondent is also collaterally estopped from ignoring prior judicial ruling against its interpretation of specific Rules it elects not to challenge via appeal, including CHRB Rule 1989(b). *Kriple v. Cal. Horse Racing Bd.* (Sup.Ct. Orange, 2020, No. 30-2019-01056627-CU-WM-CJC) (Ex. 62)

Bus. & Prof. Code §19572 authorizes the CHRB, and only the CHRB, to exercise discretion in determining whether the presence of an individual in a racing inclosure is "inimical to the interests of the state or of legitimate horse racing," subject to that individual's rights under section 19573, and the U.S. and State Constitutions. The Legislature did not authorize Respondent to delegate such authority to any other individual, entity, or licensee. Pursuant Bus. & Prof. Code §19440(b), the Legislature authorized the CHRB to delegate only to its Board of Stewards those "powers and duties that are necessary to carry out fully and effectuate the purposes of" the Horse Racing Law.

II. STANDARD OF REVIEW

An agency's discretionary decisions are reviewed for "abuse of discretion," which impose a test of the reasonableness of the agency action. *Code Civ. Proc.* §1085; Asimow et al., Cal Practice Guide: Admin. Law (The Rutter Group 2021) ¶17:631.

III. THE COURT SHOULD ISSUE A WRIT OF MANDAMUS

A Writ of Mandamus is a proper remedy to compel an agency to exercise its discretion when legally obligated to do so. *Hollman v. Warren* (1948) 32 Cal.2d 351, 354-356. It is also the proper remedy to challenge agency discretionary action as an abuse of discretion. *Saleeby v. State Bar of Cal.* (1985) 39

Cal.3d 547, 562-563. "That mandate will lie whenever an administrative board has abused its discretion is a rule so well established as to be beyond question." *Manjares v. Newton* (1966) 64 Cal.2d 365, 370.

Petitioner requests this Court Issue a Writ of Mandamus that Respondent abused its discretion in the investigation of Petitioner's complaints and by failing to immediately conduct a hearing into the exclusion of Petitioner from DMTC and LATC/PRA, as well as the blanket refusal of Petitioner's valid race entries by these racing associations.

Petitioner further requests that this Court set a jury trial to determine the damage that Petitioner has suffered as a result of Respondent's abuse of discretion and/or failure to fulfil its obligations under the law, as remand alone cannot remedy the extensive and irreparable damage Petitioner has suffered.

A. Respondent Abused Its Discretion by Permitting DMTC to Usurp Respondent's Sole Authority to License Trainers

The United States Supreme Court has determined that a licensed trainer has a vested fundamental interest in his/her right to engage in their licensed occupation. Consequently, no state agency may – directly or indirectly – deprive that licensee of any property or personal interest without first affording the licensee due process and equal protection under the Constitution. *Barry v. Barchi* (1979) 443 U.S. 55. The California Supreme Court has similarly determined that no state agency may interfere – directly or indirectly – with an individual's vested fundamental rights to practice his or her profession without similar constitutional protections. *Bixby v. Pierno* (1971) 4 Cal.3d 130. Respondents do not disagree.

Respondent is exclusively statutorily authorized to license horse racing professionals and to adjudicate controversies arising from the rules related to horse racing and the individuals it licenses to participate in a horse racing meets in the State. *Bus. & Prof. Code §19440*. Respondent may only delegate to its Board of Stewards those powers and duties necessary to effectuate the Horse Racing Law. *Id.*

Despite this mandate, Respondents ceded its authority by permitting DMTC and LATC/PRA to exclude Petitioner and/or to refuse his valid race entries. Respondent effectively delegated its licensing and regulatory authority to these licensees holding quasi-monopolies.

1. DMTC's Blanket Refusal of All Petitioner's Race Entries

By July 5, 2019, DMTC usurped Respondent's authority, both by excluding and precluding Petitioner from engaging in his licensed profession and in refusing any valid race entry he sought to submit

at the 2019 Summer meet. (Ex. 37, JH02133) On July 23, 2019, Petitioner notified Respondent that he requested an immediate hearing regarding DMTC's actions, citing *Bus. & Prof. Code §§19420, 19440, 19573*. (Ex. 16, JH02014) Overnight, Respondent's legal counsel determined that although Petitioner was excluded by DMTC pursuant to Rule 1989, Respondent would not conduct a hearing. Counsel's letter of July 24, 2019, represented that "the Board will not grant a hearing on the basis of an association's action under Rule 1989." (Ex. 17, JH02022) After initially declining to investigate or hear Petitioner's complaint, Respondent later began an investigation that concluded in October 2019. Despite confirming that DMTC had in fact refused to facilitate Petitioner's valid race entries, Respondents continued to assert that DMTC had not violated any CHRB Rule. (Ex. 37, JH02096)

The authority to refuse entries is expressly reserved to the CHRB's Stewards however. CHRB Rule 1580. Racing secretaries, which are employed by the racetrack, may only establish conditions for a race and the procedures for *acceptance* of the entries. CHRB Rule 1581.

Nonetheless, Respondent concluded that the Stall Application and/or RMA somehow vested in DMTC the authority that only the Stewards possess. (Ex. 37, JH02096). This finding was an abuse of discretion as it conflicted with CHRB Rules expressly providing otherwise.

At most, the Stall Application is a contract of adhesion between a trainer and the racing association. DMTC and Petitioner cannot contract around the CHRB's regulations to grant DMTC authority vested solely in the Stewards. Moreover, the Stall Application is of little import here as DMTC refused Petitioner's application. (Ex. 37, JH02133). Under basic contract law, there is no contract when there is no offer and acceptance. Petitioner submitted his application which was rejected by DMTC.

Similarly, the RMA is a contract between DMTC and CTT, which Respondent requires as a mandatory condition of licensure for a race meet. (Ex. 37, JH02145) Again, by private contract, CTT cannot vest in DMTC the authority to refuse entries. Under CHRB Rules, only the Stewards have such authority. CHRB Rule 2045 prohibits any RMA provisions that "conflict with the Horse Racing Law, the rules of the Board, or usurp the authority of the board..." *See also Gustavo de la Torre, supra*, (racing association agreements with trainers <u>may not conflict with CHRB Rules</u>.) (Ex. 63, JH02325)

Respondent's finding that there was no Rule violation because of the RMA and Stall Application was fundamentally flawed, inconsistent with its own regulations, prior controlling judicial determinations,

and an abuse of discretion. This Court should therefore find that permitting the Respondent to assert that racing associations may contractually usurp the authority of the Stewards to refuse entries is impermissible, contrary to law, and an abuse of its discretion.

2. LATC's Refusal of Petitioner's Entry

On September 26, 2019, Petitioner submitted a valid race entry to LATC. The entry was refused by LATC, without any notification to or participation by the Stewards. (Ex. 38, JH02222) Respondent's investigation confirmed the factual basis of Petitioner's complaint: that his entry was received by LATC but later refused without the Stewards' notification or involvement. (Ex. 38, JH02222-2223) Petitioner had timely submitted a request for a hearing to the CHRB based upon LATC's unlawful refusal of his valid entry. (Ex. 28, JH02056-02059)

Again, notwithstanding the undisputed facts, Respondent improperly determined that LATC did not violate any CHRB Rule, citing provisions of LATC's Stall Application and RMA that purportedly authorized it to do so. (Ex. 38, JH02225) As discussed above, neither the Stall Application nor the RMA can grant authority to LATC that neither Petitioner nor CTT possesses. The reliance upon either document to somehow vest the Stewards' authority in LATC is contrary to CHRB Rule 2045, and public policy.

3. Respondent Cannot Selectively Determine Which Rules to Enforce

A racing association cannot adopt a house rule or condition that conflicts with any CHRB Rule. Gustavo De La Torre, supra. (Ex. 63, JH02310) In Gustavo a racing association attempted to impose drug testing conditions that were stricter than those adopted by the CHRB. The CHRB Board authorized this, while not adopting those conditions as a Rule. The Los Angeles Superior Court, on §1085 writ, determined that the CHRB had improperly delegated to the racing association the authority to create a conflicting rule, and the CHRB Rules must control.

Despite this prior determination, Respondent necessarily concedes that it is delegating to the racing associations the ability to contract around valid CHRB Rules related to the acceptance of entries. This is simply not permitted by any statute or Rule. Rather, the CHRB is by law charged with enforcing its Rules – all the Rules.

Without properly and formally suspending a Rule pursuant to CHRB Rule 1406, neither Respondent, nor its investigators, may effectively suspend or ignore the application of a valid Rule. To

do so would be a patent abuse of discretion.

4. Appropriate Consideration of Trial Court Decisions

Respondent incorrectly asserts that Petitioner asks the Court use trial court decisions as precedent. The Court may certainly consider as persuasive authority the rulings and orders of trial court decisions.

Moreover, Respondent may not lawfully ignore prior court orders and determinations, particularly where it was a party to the action and the issue has already been litigated.

"Collateral estoppel precludes relitigation of issues argued and decided in prior proceedings. *Lucido v. Sup.Ct.* (1990) 51 Cal.3d 335, 341, citing *Teitelbaum Furs, Inc. v. Dominion Ins. Co., Ltd.* (1962) 58 Cal.2d 601, 604. The doctrine applies when: 1) issue sought from relitigation was decided in a former proceeding; 2) the issue was actually litigated; 3) the issue was decided in the former proceeding; 4) the decision is final and on the merits; and 5) the party against whom preclusion is sought must be the same. *Id* (citations omitted).

Where the CHRB has previously been instructed by a trial court order as to a specific interpretation of its Rules, it cannot simply choose to later ignore those instructions. In both trial court decisions cited by Petitioner (*Gustavo de la Torre* [Ex. 63] and *Kriple* [Ex. 62]) the CHRB was a party, and the issues are relevant to these proceedings. The CHRB is estopped from relitigating the legal issues that were previously decided by the trial courts, which the CHRB chose not to appeal.

5. Respondent Impermissibly Delegated Its Authority to Racing Associations

As described above and more fully in Petitioner's opening brief, LATC/PRA and DMTC told Respondent's investigator that they had the authority to deny Petitioner the ability to stable, train, and race at their racetracks, purportedly because of provisions in their RMAs and Stall Application. It was an abuse of discretion for Respondent to accept these assertions, particularly when there are conflicting CHRB Rules (e.g., Rule 2045 – Prohibited Provisions of Horsemen's Agreements).

Respondent's error in doing so, illustrates the importance of *Bus. & Prof. Code §19431*, which mandates that "[a]t least four members of the board shall concur in the taking of any official action or in the exercise of any of the board's duties, powers, or functions."

The purported authority of CHRB counsel and investigators to make sweeping decisions, which denied Petitioner a hearing – timely or otherwise – does not constitute a valid administrative decision, nor

is it a lawful exercise of the Board's authority, duties, or and powers. *Morton v. Hollywood Park, Inc.* (1977) 73 Cal.App.3d at 248, 251.

In the context of horse racing, the court in *Morton*, determined that absent a vote of the board, counsel's determinations are nothing more than informal "opinions." *Morton* also concluded that challenges by $\S1085$ are appropriate as the law "anticipates an arbitrary or illegal refusal of a duly constituted board to hold a hearing. The section authorizes resort to the writ of mandate "to compel the performance of an act which the law specifically enjoins." *Id.*, at 254.

Respondents would have this Court accept – as valid determinative regulatory actions – factual and legal determinations of an inexperienced CHRB investigator, without the knowledge or concurrence of the CHRB Board, far less the majority approval, of licensing and regulatory issues; i.e., that a racing association may usurp Respondent's exclusive authority to accept entries and/or license trainers, and that any aggrieved trainer would thereafter have no recourse to challenge or have reviewed such actions by the CHRB or any superior court.

At a minimum, such a "regulatory" scheme fails to comport with statutory requirements, and as discussed below, the required due process and equal protection rights of a licensed trainer.

B. Respondent Cannot Avoid Its Obligations to Afford Petitioner Due Process

Respondent may not hinder a licensee's vested right to practice their profession, without due process and equal protection. *Barry, supra,* 443 U.S. 55; *Bixby, supra,* 4 Cal.3d 130; *Dare v. Bd. of Medical Examiners* (1943) 21 Cal.2d 790; *Sandstrom v. Cal. Horse Racing Bd.* (1948) 31 Cal.2d 401.

The CHRB acknowledged on the day that Petitioner that was excluded from LATC on June 22, 2019, that it would "have to abide by due process laws." (Ex. 52, JH02280) CHRB Chair confirmed this to LATC executives within hours of LATC banning Petitioner, while succeeding racing association, Los Alamitos, refused to engage in the obvious "scapegoating" of Petitioner.

By July 5, 2019, DMTC usurped Respondent's authority and extended LATC's ban of Petitioner thereby excluding him from stabling and entering any horse at its race meet. (Ex. 37, JH02133). On July 23, 2019, Petitioner notified Respondent that he requested a hearing regarding his exclusion from DMTC, citing *Bus. & Prof. Code §§19420, 19440, 19573*. (Ex. 16, JH02014) Less than 24 hours later, Respondent had purportedly determined that, notwithstanding *Bus. & Prof. Code §19573* and the referenced *Morton*

and *Greenberg* cases, it would not conduct a hearing, citing only CHRB Rule 1989 as justification. (Ex. 17, JH02022) Respondent's letter confirmed that the authority upon which it relied to validate Petitioner's exclusion was Rule 1989. Specifically, Respondent concluded, "the Board will not grant a hearing on the basis of an association's action under Rule 1989." (Ex. 17, JH02022)

Respondent's Opposition initially contends that Petitioner was not excluded under Rules 1980 or 1981, and thus not entitled to a hearing. Petitioner agrees that DMTC did not exclude him either rule.

Respondent next asserts Petitioner was not excluded under Rule 1989, which directly contradicts Respondent's representation to Petitioner in the July 24, 2019 letter denying his hearing request. (Ex. 17) Notwithstanding Respondent's most recent assertion, once it had concluded and asserted that Petitioner was in fact excluded by virtue of Rule 1989 – as of July 24, 2019 – Petitioner was entitled to an immediate hearing at the next CHRB meeting, if not before. *Bus. & Prof. Code §19573* (board determines if exclusion under CHRB Rule was proper).

Respondent does not disagree that due process is required, but it seeks to avoid the obligation to have provided such by impermissibly delegating to racing associations the ability to deny to licensed trainers their ability to engage in their licensed profession. Respondent lawfully cannot do so.

In *Kriple, supra*, the Orange County Superior Court admonished Respondent that in expanding Rule 1989 "to allow the [racetrack] to remove anyone at its discretion, the Board clearly exceeded its statutory rule-making authority." Further, the Court found that Respondent has an obligation to implement and enforce the laws within its jurisdiction. "When a licensed trainer who seeks to exercise his rights under his license is excluded from a licensed race course, the jurisdiction of the Board is necessarily invoked." *Id.* As discussed herein, *Kriple* is persuasive and binding trial court authority, and the CHRB is estopped from relitigating a legal issue that was previously litigated.

Again the "regulatory" scheme advocated by Respondent fails to afford Petitioner his constitutionally protected rights to due process, equal protection, and fair procedure. As a licensee engaged in his profession at a regulated facility, only Respondent has the authority to deny Petitioner the ability to practice his profession. Respondent must act in accord with and abide by due process and equal protection. There is no assertion by Respondents that it attempted to comply with any aspect of either.

Respondent seeks to avoid its due process obligations by impermissibly and effectively delegating licensing authority to racing associations, where arguably only Fair Procedure may apply, despite the clear mandates from the courts that when a license trainer is excluded the jurisdiction of the Board is necessarily invoked, and due process is required. In this instance, the Board sought to avoid involvement and intentionally took no official action, knowing its decisions would cause petitioner significant detriment.

An 'investigation' alone – much less by an inexperienced investigator who had neither read the Horse Racing Law nor the CHRB Rule Book – does not constitute a valid administrative effort to accord a licensee due process. Respondent cannot use the legally incorrect findings of an uninformed investigator, without any Board oversight, to assert that it acted in accordance with the regulatory and constitutional framework required.

Intentionally or negligently, Respondent's acts or omissions had the effect of impermissibly and effectively delegating to racing association the ability to license trainers. Respondent's decision not to conduct a timely hearing of any of Petitioner's complaints constituted both abuses of discretion and failures to fulfil its obligations under the law. Respondent deprived Petitioner of constitutionally mandated requirements by not of affording him due process, equal protection or fair procedure despite his status as a licensee having a vested fundamental property interest in his CHRB trainer's license. This is a clear abuse of its discretion and dereliction of duties under the law.

C. Evidence of Conflicts of Interest and Bias Tainted Respondent's Actions

Due process violations occur when there is a biased decision maker. *Woody's Group, Inc. v. City of Newport Beach* (2015) 233 Cal.App.4th 1012, 1021 (city council member adjudicating land use permits must be unbiased).

Respondent self-servingly claims that the well-document and admitted bias of its Chair and Vice-Chair had no role in the decision of its senior most staff – including legal counsel – to ignore controlling CHRB Rules, as described above, all to the detriment of Petitioner. This assertion is belied by evidence that from the outset those Board members intervened to suggest to Respondent's staff the desired outcome.

Without the opening of an investigation, the filing of a complaint, the scheduling of a hearing, or any form of notice to Petitioner – formal or informal, CHRB Chair Winner and Vice Chair Auerbach had in advance of the ban imposed by LATC discussed and pre-determined that "in the long run that [it] is a

1	good idea [Petitioner's] horses need to be disseminated among other trainers who have no connection		
2	to [Petitioner]. (Ex. 52, JH02283) Copied on this email correspondence was CHRB attorney, Mr. Brodnil		
3	Vice Chair Auerbach also sent an email on June 22, 2019, received by Mr. Brodnik, that Petitioner's ba		
4	by LATC was "a good way of getting a positive spin on a negative story [the ongoing fatalities at San		
5	Anita]." (Ex. 55, JH02287)		
6	Mr. Brodnik, in receipt of multiple communications from the Chair and Vice Chair related		
7	Petitioner, was the individual that determined, without investigation, within 24 hours of having received		
8	Petitioner's request for the hearing mandated by statute that "the Board will not grant a hearing on the		
9	basis of an association's action under Rule 1989." (Ex. 17)		
10	Particularly given the brevity of his July 24, 2019 letter, it remains a mystery how Mr. Brodnik		
11	on behalf of Respondent, ascertained these factual and legal conclusions within only hours of Petitioner		
12	request. Clearly Mr. Brodnik knew of the Chair's and Vice-Chair's personal opinions on the matter an		
13	concluded without investigation declination of Petitioner's request was consistent with those opinions an		
14	the pre-determined outcome sought by leadership, his bosses.		
15	The evidence establishes that Respondent's then Chair and Vice-Chair sought to and did influence		
16	and taint Respondent's actions toward Petitioner in favor of the racing association management with		
17	whom they maintained significant undisclosed business and financial relationships, acknowledged by		
18	Respondent's former Executive Director as perceived apparent conflicts of interest. (Ex. 67, JH02422		
19	JH02457; Exs. 42, 43, 46, 48, 59, 60, 61)		
20	IV. Conclusion		
21	Petitioner respectfully request this Court issue a Writ of Mandate and promptly schedule a jur		
22	trial as to damages. Nearly three and a half years have passed since Respondent's acts and omission		
23	devastated his business. No proper investigation and hearing can restore the irreparable damage that has		
24	been caused by the regulatory failures of Respondent.		
25	Dated: September 28, 2022 Respectfully submitted,		
26	couto&associates		
27	Drew J. Couto, Esq.		
28	Attorney for Petitioner		