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IN THE UNITED STATES DISTRICT COURT
FOR THE SOUTHERN DISTRICT OF CALIFORNIA

UNITE HERE International Union,

Petitioner,

VS.

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PALA BAND OF MISSION INDIANS,

Respondent.

CASE No. '07 CV 2312 W AJB

PETITION TO CONFIRM ARBITRATION AWARD

[9 U.S.C. § 9]

PETITION TO CONFIRM ARBITRATION AWARD

PETITION TO CONFIRM ARBITRATION AWARD

1. This is a suit to confirm an arbitration award issued pursuant to an arbitration agreement contained in a Tribal-State Gaming Compact entered into pursuant to the Indian Gaming Regulatory Act, 25 U.S.C. § 2701 et seq.

JURISICTION AND VENUE

- 2. This Court has jurisdiction pursuant to 25 U.S.C. § 1331 because the Tribal-State Gaming Compact is a creation of federal law. *Cabazon Band of Mission Indians v. Wilson*, 124 F.3d 1050, 1056 (9th Cir. 1997).
- 3. Venue lies in the Southern District of California pursuant to 28 U.S.C. § 1391(b) and 9 U.S.C. § 9 because the arbitration proceedings involved herein were held and the award was made in San Diego County.

PARTIES

- 4. Petitioner UNITE HERE! International Union ("the Union") is a labor organization with an office in San Diego County.
- 5. Defendant Pala Band of Mission Indians ("the Pala Tribe") is an Indian tribe whose reservation is located in San Diego County. The Tribe owns and operates a casino, known as the Pala Casino Spa and Resort ("the Pala Casino"), which is also located in San Diego County.

STATEMENT OF CLAIM

6. In 1999, the Pala Tribe entered into a Tribal-State Gaming Compact with the State of California ("the Gaming Compact") pursuant to the Indian Gaming Regulatory Act. Section 10.7 of the Gaming Compact requires the Tribe to "provide[] an agreement or other procedure acceptable to the State for addressing organizational and representational rights of Class III Gaming Employees and other employees associated with the Tribe's Class III gaming enterprise, such as food and beverage, housekeeping, cleaning, bell and door services, and laundry employees at the Gaming Facility of any related facility, the only significant purpose of which is to facilitate patronage at the Gaming Facility." Addendum "B" to the Gaming Compact provides that the Pala Tribe "agrees to adopt an ordinance identical to the Model Tribal Labor Relations Ordinance attached hereto." True and correct copies of the Preamble,

Section 10.7, Addendum "B", the Model Tribal Labor Relations Ordinance, and signature page of the Gaming Compact are attached hereto as Exhibit A.

- 7. On September 22, 1999, the Pala Tribe adopted the Model Tribal Labor Relations Ordinance ("TLRO") as required by Section 10.7 of the Gaming Compact. Attached hereto as Exhibit B is a true and correct copy of a letter from the Pala Tribe's Chairman Robert H. Smith to Governor Gray Davis stating that "the Pala Band of Mission Indians adopted the Tribal Labor Relations Ordinance pursuant to Section 10.7 of the Tribal-State Gaming Compact on September 22, 1999."
- 8. The Gaming Compact was approved by the United States Department of the Interior on May 5, 2000. Attached hereto as Exhibit C is a true and correct copy of a statement approving the Gaming Compact signed by Kevin Glover, Assistant Secretary Indian Affairs of the United States Department of the Interior.
- 9. The TLRO is a valid provision of the Gaming Compact. *In re Indian Gaming Related Cases*, 331 F.3d 1094, 1115-17 (9th Cir. 2003).
- 10. Section 13 of the TLRO provides a binding dispute resolution procedure that includes arbitration of disputes that arise under the TLRO. Specifically, Section 13(c) provides, in relevant part:

The second level of binding dispute resolution shall be a resolution by the Tribal Labor Panel, consisting of ten (10) arbitrators appointed by mutual selection of the parties which panel shall serve all tribes that have adopted this ordinance. The Tribal Labor Panel shall have authority to hire staff and take other actions necessary to conduct elections, determine units, determine the scope of negotiations, hold hearings, subpoena witnesses, take testimony, and conduct all other activities needed to fulfill its obligations under this Tribal Labor Relations Ordinance.

(2) Unless either party objects, one arbitrator from the Tribal Labor Panel will render a binding decision on the dispute under the Ordinance.

- 11. A Tribal Labor Panel was established pursuant to the TLRO. Since at least October 2006, Arbitrator Sara Adler has been a member of the Tribal Labor Panel. On or about October 9, 2006, the Union and the Pala Tribe selected Arbitrator Adler to arbitrate a dispute that had arisen under the TLRO.
- 12. On or about March 16, 2007, the Union and the Pala Tribe held a hearing before Arbitrator Adler to resolve the dispute. On or about August 30, 2007, Arbitrator Adler issued a binding decision on said dispute ("the Arbitration Award"). A true and correct copy of the Arbitration Award is attached hereto as Exhibit D.
- 13. The Arbitration Award provides that "[t]he Employer is ordered to cease and desist from enforcing any rule regarding speech about the Union different from one enforced about any other non-work-related speech."
 - 14. The Arbitration Award is final and binding upon the Pala Tribe.
 - 15. The Pala Tribe has failed and refused to comply with the Arbitration Award.
- 16. In or about June 2007, the Union and the Pala Tribe arbitrated an unrelated dispute about the indefinite suspension of Catalino Morales's employment from the Pala Casino. On or about September 20, 2007, Arbitrator Franklin Silver issued an award ordering that Catalino Morales be returned to work. On or about October 18, 2007, Catalino Morales was scheduled to return to work at the Pala Casino in accordance with Arbitrator Silver's award.
- 17. On or about October 18, 2007, employees of the Pala Casino began distributing leaflets to fellow employees in the employee cafeteria and in an outdoor employee break area. A true and correct copy of the leaflet that employees sought to distribute is attached hereto as Exhibit E. Agents of the Pala Tribe stopped and prohibited employees from distributing such leaflets because the leaflets announced the Union's success in winning Catalino Morales's reinstatement.
- 18. On or about October 18, 2007, agents of the Pala Tribe prohibited employees of the Pala Casino from distributing slices of a cake to fellow employees in the employee cafeteria because the cake contained a message celebrating Catalino Morales's return to work.

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- 19. The Pala Tribe does not prohibit employees of the Pala Casino from distributing leaflets that do not contain a prounion message in the employee cafeteria or the outdoor employee break area. The Pala Tribe does not prohibit employees from distributing slices of cake and other food items that do not contain a prounion message to fellow employees in the employee cafeteria. The Pala Tribe violated the Arbitration Award by prohibiting employees from distributing said leaflets and cake containing a prounion message.
 - 20. Section 13(d) of the Gaming Compact's TLRO provides:

Under the third level of binding dispute resolution, either party may seek a motion to compel arbitration or a motion to confirm an arbitration award in Tribal Court, which may be appealed to federal court. If the Tribal Court does not render its decision within 90 days, or in the event there is no Tribal Court, the matter may proceed directly to federal court.

- 21. The Union brings this motion to confirm the Arbitration Award directly in this Court because the Pala Tribe does not have a court in which the Union may file this motion.
- 22. Pursuant to 9 U.S.C. §§ 9 and 13, the Union is entitled an order from this Court confirming and enforcing the Arbitration Award as a judgment of this Court.

WHEREFORE, Petitioner UNITE HERE International Union prays for an order:

- 1. Confirming the Arbitration Award and enforcing said award as a judgment of the Court;
- 2. Granting Petitioner its attorneys' fees, costs of suit and other expenses incurred herein; and
 - 3. Granting such other and further relief as the Court deems proper.

Dated: December 7, 2007

Respectfully submitted,

DAVIS, COWELL & BOWE, LLP

By:

Kristin L. Martin

Attorneys for Petitioner,

UNITE HERE International Union

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TRIBAL-STATE COMPACT BETWEEN THE STATE OF CALIFORNIA

AND THE

PALA BAND OF MISSION INDIANS

Case 3:07-cv-02312-<u>W</u>-AJB

TRIBAL-STATE GAMING COMPACT Between the PALA BAND OF MISSION INDIANS, a federally recognized Indian Tribe,

and the STATE OF CALIFORNIA

entered into This Tribal-State Gaming Compact is government-to-government basis by and between the Pala Band of Mission Indians, a federally-recognized sovereign Indian tribe (hereafter "Tribe"), and the State of California, a sovereign State of the United States (hereafter "State"), pursuant to the Indian Gaming Regulatory Act of 1988 (P.L. 100-497, codified at 18 U.S.C. Sec. 1166 et seq. and 25 U.S.C. Sec. 2701 et seq.) (hereafter "IGRA"), and any successor statute or amendments.

PREAMBLE

- A. In 1988, Congress enacted IGRA as the federal statute governing Indian gaming in the United States. The purposes of IGRA are to provide a statutory basis for the operation of gaming by Indian tribes as a means of promoting tribal economic development, self-sufficiency, and strong tribal governments; to provide a statutory basis for regulation of Indian gaming adequate to shield it from organized crime and other corrupting influences; to ensure that the Indian tribe is the primary beneficiary of the gaming operation; to ensure that gaming is conducted fairly and honestly by both the operator and players; and to declare that the establishment of an independent federal regulatory authority for gaming on Indian lands, federal standards for gaming on Indian lands, and a National Indian Gaming Commission are necessary to meet congressional concerns.
- The system of regulation of Indian gaming fashioned by Congress in IGRA rests on an allocation of regulatory jurisdiction among the three sovereigns involved: the federal government, the state in which a tribe has land, and the tribe itself. IGRA makes Class III gaming activities lawful on the lands of federallyrecognized Indian tribes only if such activities are: (1) authorized by a tribal ordinance, (2) located in a state that permits such gaming for any purpose by any person, organization or entity, and (3) conducted in conformity with a gaming compact entered into between the Indian tribe and the state and approved by the Secretary of the Interior.

- The Tribe does not currently operate a gaming facility that offers Class III gaming activities. However, on or after the effective date of this Compact, the Tribe intends to develop and operate a gaming facility offering Class III gaming activities on its reservation land, which is located in San Diego County of California.
- The State enters into this Compact out of respect for the sovereignty of the Tribe; in recognition of the historical fact that Indian gaming has become the single largest revenue-producing activity for Indian tribes in the United States; out of a desire to terminate pending "bad faith" litigation between the Tribe and the State; to initiate a new era of tribal-state cooperation in areas of mutual concern; out of a respect for the sentiment of the voters of California who, in approving Proposition 5, expressed their belief that the forms of gaming authorized herein should be allowed; and in anticipation of voter approval of SCA 11 as passed by the California legislature.
- The exclusive rights that Indian tribes in California, including the Tribe, will enjoy under this Compact create a unique opportunity for the Tribe to operate its Gaming Facility in an economic environment free of competition from the Class III gaming referred to in Section 4.0 of this Compact on non-Indian lands in California. The parties are mindful that this unique environment is of great economic value to the Tribe and the fact that income from Gaming Devices represents a substantial portion of the tribes' gaming revenues. In consideration for the exclusive rights enjoyed by the tribes, and in further consideration for the State's willingness to enter into this Compact, the tribes have agreed to provide to the State, on a sovereign-to-sovereign basis, a portion of its revenue from Gaming Devices.
- The State has a legitimate interest in promoting the purposes of IGRA for all federally-recognized Indian tribes in California, whether gaming or non-gaming. The State contends that it has an equally legitimate sovereign interest in regulating the growth of Class III gaming activities in California. The Tribe and the State share a joint sovereign interest in ensuring that tribal gaming activities are free from criminal and other undesirable elements.

Section 1.0. PURPOSES AND OBJECTIVES.

The terms of this Gaming Compact are designed and intended to:

Evidence the goodwill and cooperation of the Tribe and State in fostering a mutually respectful government-to-government relationship that will serve the mutual interests of the parties.

enforcement against the employer, and benefits comparable to those mandated for comparable employees under state law. Not later than the effective date of this Compact, or 60 days prior to the commencement of Gaming Activities under this Compact, the Tribe will advise the State of its election to participate in the statutory workers' compensation system or, alternatively, will forward to the State all relevant ordinances that have been adopted and all other documents establishing the system and demonstrating that the system is fully operational and compliant with the comparability standard set forth above. The parties agree that independent contractors doing business with the Tribe must comply with all state workers' compensation laws and obligations.

(b) The Tribe agrees that its Gaming Operation will participate in the State's program for providing unemployment compensation benefits and unemployment compensation disability benefits with respect to employees employed at the Gaming Facility, including compliance with the provisions of the California Unemployment Insurance Code, and the Tribe consents to the jurisdiction of the state agencies charged with the enforcement of that Code and of the courts of the State of California for purposes of enforcement.

(c) As a matter of comity, with respect to persons employed at the Gaming Facility, other than members of the Tribe, the Tribal Gaming Operation shall withhold all taxes due to the State as provided in the California Unemployment Insurance Code and the Revenue and Taxation Code, and shall forward such amounts as provided in said Codes to the State.

Sec. 10.4. Emergency Service Accessibility. The Tribe shall make reasonable provisions for adequate emergency fire, medical, and related relief and disaster services for patrons and employees of the Gaming Facility.

Sec. 10.5. Alcoholic Beverage Service. Standards for alcohol service shall be

subject to applicable law.

Sec. 10.6. Possession of firearms shall be prohibited at all times in the Gaming Facility except for state, local, or tribal security or law enforcement personnel authorized by tribal law and by federal or state law to possess fire arms at the Facility.

Sec. 10.7. Labor Relations.

Notwithstanding any other provision of this Compact, this Compact shall be null and void if, on or before October 13, 1999, the Tribe has not provided an agreement or other procedure acceptable to the State for addressing organizational and representational rights of Class III Gaming Employees and other employees associated with the Tribe's Class III gaming enterprise, such as food and beverage, housekeeping, cleaning, bell and door services, and laundry employees at the Gaming Facility or any related facility, the only significant purpose of which is to facilitate patronage at the Gaming Facility.

Sec. 10.8. Off-Reservation Environmental Impacts.

Sec. 10.8.1. On or before the effective date of this Compact, or not less than 90 days prior to the commencement of a Project, as defined herein, the Tribe shall adopt an ordinance providing for the preparation, circulation, and consideration by the Tribe of environmental impact reports concerning potential off-Reservation environmental impacts of any and all Projects to be commenced on or after the effective date of this Compact. In fashioning the environmental protection ordinance, the Tribe will make a good faith effort to incorporate the policies and purposes of the National Environmental Policy Act and the California Environmental Quality Act consistent with the Tribe's governmental interests.

Sec. 10.8.2. (a) Prior to commencement of a Project, the Tribe will:

(1) Inform the public of the planned Project;

(2) Take appropriate actions to determine whether the project will have any significant adverse impacts on the off-Reservation environment;

(3) For the purpose of receiving and responding to comments, submit all environmental impact reports concerning the proposed Project to the State Clearinghouse in the Office of Planning and Research and the county board of

supervisors, for distribution to the public.

(4) Consult with the board of supervisors of the county or counties within which the Tribe's Gaming Facility is located, or is to be located, and, if the Gaming Facility is within a city, with the city council, and if requested by the board or council, as the case may be, meet with them to discuss mitigation of significant adverse off-Reservation environmental impacts;

(5) Meet with and provide an opportunity for comment by those members of the public residing off-Reservation within the vicinity of the Gaming Facility such as

might be adversely affected by proposed Project.

(b) During the conduct of a Project, the Tribe shall:

(1) Keep the board or council, as the case may be, and potentially affected members of the public apprized of the project's progress; and

(2) Make good faith efforts to mitigate any and all such significant adverse off-

Reservation environmental impacts.

(c) As used in Section 10.8.1 and this Section 10.8.2, the term "Project" means any expansion or any significant renovation or modification of an existing Gaming Facility, or any significant excavation, construction, or development associated with the Tribe's Gaming Facility or proposed Gaming Facility and the term "environmental impact

Sec. 15.6. Representations.

By entering into this Compact, the Tribe expressly represents that, as of the date of the Tribe's execution of this Compact: (a) the undersigned has the authority to execute this Compact on behalf of his or her tribe and will provide written proof of such authority and ratification of this Compact by the tribal governing body no later than October 9, 1999; (b) the Tribe is (i) recognized as eligible by the Secretary of the Interior for special programs and services provided by the United States to Indians because of their status as Indians, and (ii) recognized by the Secretary of the Interior as possessing powers of self-government. In entering into this Compact, the State expressly relies upon the foregoing representations by the Tribe, and the State's entry into the Compact is expressly made contingent upon the truth of those representations as of the date of the Tribe's execution of this Compact. Failure to provide written proof of authority to execute this Compact or failure to provide written proof of ratification by the Tribe's governing body will give the State the opportunity to declare this Compact null and void.

IN WITNESS WHEREOF, the undersigned sign this Compact on behalf of the State of California and the Pala Band of Mission Indians.

Done at Sacramento, California, this 10th day of September 1999.

STATE OF CALIFORNIA

By Gray Davis Governor of the State of California Pala Band of Mission Indians

By Robert H. Smith

Chairperson of the Pala Band of

Mission Indians

ADDENDUM "B" TO TRIBAL-STATE GAMING COMPACT BETWEEN THE PALA BAND OF MISSION INDIANS AND THE STATE OF CALIFORNIA

In compliance with Section 10.7 of the Compact, the Tribe agrees to adopt an ordinance identical to the Model Tribal Labor Relations Ordinance attached hereto, and to notify the State of that adoption no later than October 12, 1999. If such notice has not been received by the State by October 13, 1999, this Compact shall be null and void. Failure of the Tribe to maintain the Ordinance in effect during the term of this Compact shall constitute a material breach entitling the State to terminate this Compact. No amendment of the Ordinance shall be effective unless approved by the State.

Attachment: Model Tribal Labor Relations Ordinance.

IN WITNESS WHEREOF, the undersigned sign this Addendum on behalf of the State of California and the Pala Band of Mission Indians.

STATE OF CALIFORNIA

By Gray Davis

Governor of the State of California

Executed this 6 day of October, 1999, at Sacramento, California.

PALA BAND OF MISSION **INDIANS**

By Robert Smith

Chairperson of the Pala Band of

Mission Indians

Executed this 2 day of Sort.

1999 at California

ATTEST:

By Bill Jones
Secretary of State, State of California

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ATTACHMENT TO ADDENDUM B

TRIBAL LABOR RELATIONS ORDINANCE September 14, 1999

Section 1: Threshold of applicability

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- (a) Any tribe with 250 or more persons employed in a tribal casino and related facility shall adopt this Tribal Labor Relations Ordinance (TLRO or Ordinance). For purposes of this ordinance, a "tribal casino" is one in which class III gaming is conducted pursuant to a tribal-state compact. A "related facility" is one for which the only significant purpose is to facilitate patronage of the class III gaming operations.
- (b) Any tribe which does not operate such a tribal casino as of September 10, 1999, but which subsequently opens a tribal casino, may delay adoption of this ordinance until one year from the date the number of employees in the tribal casino or related facility as defined in 1(a) above exceeds 250.
- (c) Upon the request of a labor union, the Tribal Gaming Commission shall certify the number of employees in a tribal casino or other related facility as defined in 1(a) above. Either party may dispute the certification of the Tribal Gaming Commission to the Tribal Labor Panel.

Section 2: Definition of Eligible Employees

- (a) The provisions of this ordinance shall apply to any person (hereinafter "Eligible Employee") who is employed within a tribal casino in which Class III gaming is conducted pursuant to a tribal-state compact or other related facility, the only significant purpose of which is to facilitate patronage of the Class III gaming operations, except for any of the following:
- (1) any employee who is a supervisor, defined as any individual having authority, in the interest of the tribe and/or employer, to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward, or discipline other employees, or responsibility to direct them or to adjust their grievances, or effectively to recommend such action, if in connection with the foregoing the exercise of such authority is not of a merely routine or clerical nature, but requires the use of independent judgment;
 - (2) any employee of the Tribal Gaming Commission;

(3) any	emp	loyee	e of t	he sec	curity o	r surv	veillance	e depa	rtment	, oth	er
than those w	ho are	resp	onsi	ble fo	r the te	chnic	al repair	r and	mainte	nanc	e of
equipment;		<u> </u>		*				•			

(4) any cash operations employee who is a "cage" employee or money

5 counter; or

(5) any dealer.

Section 3: Non-interference with regulatory or security activities

Operation of this Ordinance shall not interfere in any way with the duty of the Tribal Gaming Commission to regulate the gaming operation in accordance with the Tribe's National Indian Gaming Commission-approved gaming ordinance. Furthermore, the exercise of rights hereunder shall in no way interfere with the tribal casino's surveillance/security systems, or any other internal controls system designed to protect the integrity of the tribe's gaming operations. The Tribal Gaming Commission is specifically excluded from the definition of tribe and its agents.

Section 4: Eligible Employees free to engage in or refrain from concerted activity

Eligible Employees shall have the right to self-organization, to form, to join, or assist employee organizations, to bargain collectively through representatives of their own choosing, to engage in other concerted activities for the purpose of collective bargaining or other mutual aid or protection, and shall also have the right to refrain from any or all such activities.

Section 5: Unfair Labor Practices for the tribe

It shall be an unfair labor practice for the tribe and/or employer or their agents:

(1) to interfere with, restrain or coerce Eligible Employees in the exercise of the rights guaranteed herein;

(2) to dominate or interfere with the formation or administration of any labor organization or contribute financial or other support to it, but this does not restrict the tribe and/or employer and a certified union from agreeing to union security or dues checkoff;

(3) to discharge or otherwise discriminate against an Eligible Employee because s/he has filed charges or given testimony under this Ordinance;

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 (4) to refuse to bargain collectively with the representatives of Eligible Employees.

Section 6: Unfair Labor Practices for the union

It shall be an unfair labor practice for a labor organization or its agents:

(1) to interfere, restrain or coerce Eligible Employees in the exercise

of the rights guaranteed herein;

- (2) to engage in, or to induce or encourage any individual employed by any person engaged in commerce or in an industry affecting commerce to engage in, a strike or a primary or secondary boycott or a refusal in the course of his employment to use, manufacture, process, transport or otherwise handle or work on any goods, articles, materials, or commodities or to perform any services; or to threaten, coerce, or restrain any person engaged in commerce or in an industry affecting commerce or other terms and conditions of employment. This section does not apply to section 11;
- (3) to force or require the tribe and/or employer to recognize or bargain with a particular labor organization as the representative of Eligible Employees if another labor organization has been certified as the representative of such Eligible Employees under the provisions of this TLRO:

(4) to refuse to bargain collectively with the tribe and/or employer, provided it is the representative of Eligible Employees subject to the provisions herein;

(5) to attempt to influence the outcome of a tribal governmental election, provided, however, that this section does not apply to tribal

28 members.

Section 7: Tribe and union right to free speech

The tribe's and union's expression of any view, argument or opinion or the dissemination thereof, whether in written, printed, graphic or visual form, shall not constitute or be evidence of interference with, restraint or coercion if such expression contains no threat of reprisal or force or promise of benefit.

Section 8: Access to Eligible Employees

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- (a) Access shall be granted to the union for the purposes of organizing Eligible Employees, provided that such organizing activity shall not interfere with patronage of the casino or related facility or with the normal work routine of the Eligible Employees and shall be done on non-work time in non-work areas that are designated as employee break rooms or locker rooms that are not open to the public. The tribe may require the union and or union organizers to be subject to the same licensing rules applied to individuals or entities with similar levels of access to the casino or related facility, provided that such licensing shall not be unreasonable, discriminatory, or designed to impede access.
 - (b) The Tribe, in its discretion, may also designate additional voluntary access to the Union in such areas as employee parking lots and non-Casino facilities located on tribal lands.
 - (c) In determining whether organizing activities potentially interfere with normal tribal work routines, the union's activities shall not be permitted if the Tribal Labor Panel determines that they compromise the operation of the casino:
 - (1) security and surveillance systems throughout the casino, and reservation;
 - (2) access limitations designed to ensure security;
 - (3) internal controls designed to ensure security;
 - (4) other systems designed to protect the integrity of the tribe's gaming operations, tribal property and/or safety of casino personnel, patrons, employees or tribal members, residents, guests or invitees.
 - (d) The tribe shall provide to the union, upon a thirty percent (30%) showing of interest to the Tribal Labor Panel, an election eligibility list containing the full first and last name of the Eligible Employees within the sought after bargaining unit and the Eligible Employees' last known address within ten (10) working days. Nothing herein shall preclude a tribe from voluntarily providing an election eligibility list at an earlier point of a union organizing campaign.
 - (e) The tribe agrees to facilitate the dissemination of information from the union to Eligible Employees at the tribal casino by allowing posters, leaflets and other written materials to be posted in non-public employee break areas where the tribe already posts announcements

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pertaining to Eligible Employees. Actual posting of such posters, notices, and other materials, shall be by employees desiring to post such materials.

Section 9: Indian preference explicitly permitted

Nothing herein shall preclude the tribe from giving Indian preference in employment, promotion, seniority, lay-offs or retention to members of any federally recognized Indian tribe or shall in any way affect the tribe's right to follow tribal law, ordinances, personnel policies or the tribe's customs or traditions regarding Indian preference in employment, promotion, seniority, lay-offs or retention. Moreover, in the event of a conflict between tribal law, tribal ordinance or the tribe's customs and traditions regarding Indian preference and this Ordinance, the tribal law, tribal ordinance or the tribe's customs and traditions shall govern.

Section 10: Secret ballot elections required

(a) Dated and signed authorized cards from thirty percent (30%) or more of the Eligible Employees within the bargaining unit verified by the elections officer will result in a secret ballot election to be held within 30 days from presentation to the elections officer.

(b) The election shall be conducted by the election officer. The election officer shall be a member of the Tribal Labor Panel chosen pursuant to the dispute resolution provisions herein. All questions concerning representation of the tribe and/or Employer's Eligible Employees by a labor organization shall be resolved by the election officer. The election officer shall be chosen upon notification by the labor organization to the tribe of its intention to present authorization cards, and the same election officer shall preside thereafter for all proceedings under the request for recognition; provided however that if the election officer resigns, dies or is incapacitated for any other reason from performing the functions of this office, a substitute election officer shall be selected in accordance with the dispute resolution provisions herein.

(c) The election officer shall certify the labor organization as the exclusive collective bargaining representative of a unit of employees if the labor organization has received the majority of votes by employees voting in a secret ballot election that the election officer determines to have been conducted fairly. If the election officer determines that the election was

conducted unfairly due to misconduct by the tribe and/or employer or union, the election officer may order a re-run election. If the election officer determines that there was the commission of serious Unfair Labor Practices by the tribe that interfere with the election process and preclude the holding of a fair election, and the labor organization is able to demonstrate that it had the support of a majority of the employees in the unit at any point before or during the course of the tribe's misconduct, the election officer shall certify the labor organization.

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(d) The tribe or the union may appeal any decision rendered after the date of the election by the election officer to a three (3) member panel of the Tribal Labor Panel mutually chosen by both parties.

(e) A union which loses an election and has exhausted all dispute remedies related to the election may not invoke any provisions of this labor ordinance at that particular casino or related facility until one year after the election was lost.

Section 11: Collective bargaining impasse

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Upon recognition, the tribe and the union will negotiate in good faith for a collective bargaining agreement covering bargaining unit employees represented by the union. If collective bargaining negotiations result in impasse, and the matter has not been resolved by the tribal forum procedures sets forth in Section 13 (b) governing resolution of impasse within sixty (60) working days or such other time as mutually agreed to by the parties, the union shall have the right to strike. Strike-related picketing shall not be conducted on Indian lands as defined in 25 U.S.C. Sec. 2703 (4).

Section 12: Decertification of bargaining agent

(a) The filing of a petition signed by thirty percent (30%) or more of the Eligible Employees in a bargaining unit seeking the decertification of a certified union, will result in a secret ballot election to be held 30 days from the presentation of the petition.

(b) The election shall be conducted by an election officer. The election officer shall be a member of the Tribal Labor Panel chosen pursuant to the dispute resolution provisions herein. All questions concerning the decertification of the labor organization shall be resolved by an election

officer. The election officer shall be chosen upon notification to the tribe and the union of the intent of the employees to present a decertification petition, and the same election officer shall preside thereafter for all proceedings under the request for decertification; provided however that if the election officer resigns, dies or is incapacitated for any other reason from performing the functions of this office, a substitute election officer shall be selected in accordance with the dispute resolution provisions herein.

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(c) The election officer shall order the labor organization decertified as the exclusive collective bargaining representative if a majority of the employees voting in a secret ballot election that the election officer determines to have been conducted fairly vote to decertify the labor organization. If the election officer determines that the election was conducted unfairly due to misconduct by the tribe and/or employer or the union the election officer may order a re-run election or dismiss the decertification petition.

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(d) A decertification proceeding may not begin until one (1) year after the certification of a labor union if there is no collective bargaining agreement. Where there is a collective bargaining agreement, a decertification petition may only be filed no more than 90 days and no less than 60 days prior to the expiration of a collective bargaining agreement. A decertification petition may be filed anytime after the expiration of a collective bargaining agreement.

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(e) The tribe or the union may appeal any decision rendered after the date of the election by the election officer to a three (3) member panel of the Tribal Labor Panel mutually chosen by both parties.

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Section 13: Binding dispute resolution mechanism

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(a) All issues shall be resolved exclusively through the binding dispute resolution mechanisms herein, with the exception of a collective bargaining negotiation impasse, which shall only go through the first level of binding dispute resolution.

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(b) The first level of binding dispute resolution for all matters related to organizing, election procedures, alleged unfair labor practices, and discharge of Eligible Employees shall be an appeal to a designated tribal forum such as a Tribal Council, Business Committee, or Grievance Board.

Filed 12/11/2007

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The parties agree to pursue in good faith the expeditious resolution of these matters within strict time limits. The time limits may not be extended without the agreement of both parties. In the absence of a mutually satisfactory resolution, either party may proceed to the independent binding dispute resolution set forth below. The agreed upon time limits are set forth as follows:

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(1) All matters related to organizing, election procedures and alleged unfair labor practices prior to the union becoming certified as the collective bargaining representative of bargaining unit employees, shall be resolved by the designated tribal forum within thirty (30) working days.

(2) All matters after the union has become certified as the collective bargaining representative and relate specifically to impasse during negotiations, shall be resolved by the designated tribal forum within sixty (60) working days;

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(c) The second level of binding dispute resolution shall be a resolution by the Tribal Labor Panel, consisting of ten (10) arbitrators appointed by mutual selection of the parties which panel shall serve all tribes that have adopted this ordinance. The Tribal Labor Panel shall have authority to hire staff and take other actions necessary to conduct elections, determine units, determine scope of negotiations, hold hearings, subpoena witnesses, take testimony, and conduct all other activities needed to fulfill its obligations under this Tribal Labor Relations Ordinance.

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(1) Each member of the Tribal Labor Panel shall have relevant experience in federal labor law and/or federal Indian law with preference given to those with experience in both. Names of individuals may be provided by such sources as, but not limited to, Indian Dispute Services, Federal Mediation and Conciliation Service, and the American Academy of Arbitrators.

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(2) Unless either party objects, one arbitrator from the Tribal Labor Panel will render a binding decision on the dispute under the Ordinance. If either party objects, the dispute will be decided by a threemember panel of the Tribal Labor Panel, which will render a binding decision. In the event there is one arbitrator, five (5) Tribal Labor Panel names shall be submitted to the parties and each party may strike no more that two (2) names. In the event there is a three (3) member panel, seven (7) TLP names shall be submitted to the parties and each party may strike no more than two (2) names. A coin toss shall determine which party may

strike the first name. The arbitrator will generally follow the American Arbitration Association's procedural rules relating to labor dispute resolution. The arbitrator or panel must render a written, binding decision that complies in all respects with the provisions of this Ordinance.

(d) Under the third level of binding dispute resolution, either party may seek a motion to compel arbitration or a motion to confirm an arbitration award in Tribal Court, which may be appealed to federal court. If the Tribal Court does not render its decision within 90 days, or in the event there is no Tribal Court, the matter may proceed directly to federal court. In the event the federal court declines jurisdiction, the tribe agrees to a limited waiver of its sovereign immunity for the sole purpose of compelling arbitration or confirming an arbitration award issued pursuant to the Ordinance in the appropriate state superior court. The parties are free to put at issue whether or not the arbitration award exceeds the authority of the Tribal Labor Panel.

Governor Gray Davis State Capitol Sacramento, California

Re: Notice of Adoption Of Tribal Labor Relations Ordinance

Dear Governor Davis:

Pursuant to Section 10.7 of the Tribal-State Gaming Compact entered into by the Pala Band of Mission Indians, I hereby notify you that the Pala Band of Mission Indians adopted the Tribal Labor Relations Ordinance pursuant to Section 10.7 of the Tribal-State Gaming Compact on

I declare uno	ler penalty of peri	ury that the fo	regoing is true and	correct. Executed this	
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(Date)

UNITED STATES DEPARTMENT OF THE INTERIOR

Kevin Gover

Assistant Secretary - Indian Affairs

Dispute Resolution Services Worldwide

Western Case Management Center
John M. Bishop
Vice President
Jeffrey Garcia
Assistant Vice President

September 4, 2007

6795 North Palm Ave, 2nd Floor, Fresno, CA 93704 telephone: 877-528-0880 facsimile: 559-490-1919 internet: http://www.adr.org/

VIA FACSIMILE ONLY

Eric Myers Davis, Cowell & Bowe LLP 595 Market Street, Suite 1400 San Francisco, CA 94105

Rodd Betts, Esq. Paul, Plevin, Sullivan & Connaughton LLP 401 B Street, 10th Floor San Diego, CA 92101

Re: 73 390 00371 06 LYMC
UNITE HERE
Hilario Cubias/Discipline
and
Pala Band of Mission Indians

Grievances: Hilario Cubias/Discipline

Dear Parties:

By direction of the Arbitrator, enclosed please find the duly executed Award/Opinion.

The American Arbitration Association, in its monthly publications Summary of Labor Arbitration Awards, Arbitration in the Schools and Labor Arbitration in Government, reports arbitration decisions in labor cases. We would like to consider the enclosed case for reporting in a forthcoming issue. Absent an objection within one (1) month from the date of this letter, we will assume that you are agreeable to publication. However, if you wish to object, please send your letter directly to the Publications Dept, AAA, 1633 Broadway, 10th Floor, New York, NY 10019-6708.

Also, please be advised that it is the AAA's policy to retain awarded cases for a maximum period of fifteen (15) months from the date of the transmittal letter. Therefore, please take note that the above referenced case file will be destroyed 15 months from the date of this letter.

Thank you for choosing the American Arbitration Association.

Sincerely,

/s/

Lynn M. Cortinas - Case Manager

Direct: 559-490-1854 Fax: 559-490-1837 E-mail: cortinasl@adr.org

Sandra L. Marshall-Supervisor: Direct: 559-490-1921/E-mail: marshalls@adr.org

Enclosures -

cc: Sara Adler, Esq. - via electronic mail only David Rechs - via electronic mail only



ARBITRATION PROCEEDING

In the Matter of Arbitration)			
between)	OPINION AND	AWARD	
UNITE HERE INTERNATIONAL UNION) and	AAA #73 390	00371 06	
PALA BAND OF MISSION INDIANS)			
Re: Cubias/Unfair Labor Practice)		tije je P	

The Undersigned was selected by the parties, UNITE HERE

(Union) and Pala Band of Mission Indians (Employer) to hear and
decide a grievance relating to the discipline of Hilario Cubias

(Cubias) in February and March, 2006. A hearing was held on

March 16, 2007 at the Employer's Casino: Eric Myers, Esq. of

Davis, Cowell & Bowe, LLP represented the Union. J. Rod Betts,

Esq. of Paul, Plevin, Sullivan & Connaughton, LLP represented

the Employer. At the conclusion of the hearing the parties

elected to submit final arguments in writing. The matter was

considered fully submitted upon my receipt of both post-hearing

briefs. The parties consented to a delay in the issuance of this

Opinion and Award.

During the course of the hearing both parties were afforded a full and complete opportunity to present evidence, to cross-examine witnesses and to develop argument. All witnesses were

duly sworn. A transcript of the hearing was prepared by Gail E. Kennamer, CSR.

ISSUES

Initially the parties stipulated to the following statement of the Issues:

- 1. Did the Tribe violate Section 5(1) of the Tribal Labor Relations Ordinance (TRLO) when it issued Hilario Cubias a verbal counseling on or about February 20, 2006?
- 2. Did the Tribe violate Section 5(1) of the TLRO when it issued Hilario Cubias a final written warning on or about March 10, 2006?
- 3. If either or both, what shall be the remedy?

The Employer then persuasively argued that these issues were moot because under the parties' Collective Bargaining Agreement (Agreement) the discipline had become null and void after the passage of one year from the date of imposition. The Union then argued persuasively that, although the discipline itself was moot, the Union's claim of a violation of Section 5(1) of the TLRO was not moot and should be heard. After off-

the-record discussion with counsel and over the Employer's objection, I refined the Issues as follows:

- 1. Did the Tribe have a rule prohibiting union speech when it prohibited no other speech?
- 2. If so, did that constitute an Unfair Labor Practice (ULP) under Section 5 of the TRLO?
- 3. If so, what is the appropriate remedy?

RELEVANT PROVISIONS OF THE TLRO

Section 4: Eligible Employees free to engage in or refrain from concerted activity

Eligible Employees shall have the right to selforganization, to form, to join, or assist employee
organizations, to bargain collectively through representatives
of their own choosing, to engage in other concerted activities
for the purpose of collective bargaining or other mutual aid or
protection, and shall also have the right to refrain from any or
all such activities.

Section 5: Unfair Labor Practices for the Tribe

It shall be an unfair labor practice for the tribe and/or employer or their agents:

(1) to interfere with, restrain or coerce Eligible Employees in the exercise of the rights guaranteed herein.

During which counsel for the Employer was offered, and declined, a continuance.

STATEMENT OF RELEVANT FACTS

In February and March, 2006 the parties were engaged in negotiating their first Agreement. Cubias was a Union activist. Although the merits of the discipline of Cubias are irrelevant here, what occasioned the discipline is not. It is not necessary here, and I do not, decide if the Employer had just cause to discipline him, but the Employer's perception of the cause is crucial to the issues.

The Employer received reports that Cubias was interfering with the work of Guest Relations Associates (GRAs) during work hours in trying to get them more involved in the efforts of the Union. According to his own notes, Director of Housekeeping, Frank Clough (Clough) told Cubias "[I]f he wants to discuss union issues it has to be done while he is on break in the TDR, or before or after work. ... I told him that he could not discuss union issues nor could a GRA be watching TV or listening to the radio while cleaning the room." Lynda Jackson, Director of Human Resources, later told Cubias that, "talking in the tower was fine as long as it was work related." It is undisputed that, in fact, the Employer did not prohibit speech on other non-work topics during working hours, including other potentially disruptive topics such as politics. One of the Employer's witnesses, Veronica Frausto (Frausto) testified that she understood from her supervisor that they [the employees]

-AJB Document 1 Filed 12/11/2007

could talk about the union only in the TDR [break area]. Other employees at the time understood the rule to be that they could not talk about the Union during working time.

The Union here seeks a finding that the Employer committed a ULP and a remedy of posted notice.

DISCUSSION

There is no dispute that the Employer did not have any written rule prohibiting speech about the Union during working hours. It also seems clear that there was an ad hoc rule articulated by agents of the Employer in dealing with what it perceived as a work-disruption issue. The ad hoc "not-on-worktime" rule is technically a ULP under the usual analysis used by the National Labor Relations Board' (NLRB) as it prohibited speech about the Union while not prohibiting other non-work-related speech. However, it also seems clear that the Employer's ad hoc rule was a misguided attempt to deal with work disruption, rather than as part of an anti-union policy either then or since evident in this record.

The National Labor Relations Act (NLRA) requires no specific remedies. Rather, what the NLRA requires is that remedies must promote the NLRA's policies. Those policies include restoring equality of bargaining power between employers

² I am aware of no jurisprudence under the TLRO and I, as did the parties, look to the NLRB for guidance.

and employees, encouraging the practice and procedure of collective bargaining, protecting the exercise by workers of full freedom of association, self-organization, and designation of representative of their own choosing, for the purpose of negotiating the terms and conditions of their employment, and other mutual aid or protection. The NLRB permits remedies other than posting, even when a violation of the NLRA has been found to have occurred. In the particular circumstances here, it is sufficient remedy to issue a cease and desist order.

AWARD

Having carefully considered the evidence presented and the arguments made, it is the Award of the Arbitrator that:

- 1. The Employer had an ad hoc rule communicated to certain employees by the Employer's agents that speech about the Union could not occur during working time, while all other non-work-related speech was permitted.
- 2. That ad hoc rule constituted a ULP under the TLRO.
- 3. The Employer is ordered to cease and desist from enforcing any rule regarding speech about the Union different from one enforced about any other non-work-related speech.

DATED: August 30, 2007

Respectfully submitted,

Sara Adler, Arbitrator

duty represented discrimination Catalino Morales on [involuntary performing all aspects of trash disability prevented him from decision states that Pala Maneave of absence because his agement's 'decision to place Aribtrator Silver's binding on the basis of disability"

July of 2006.

with his back pay since he was removed from the schedule in On September 20 2007, Tribal Labor Panel Arbitrator Frank Silver ruled against Pala management, and ordered Pala to return Casino housekeeper Catalino Morales to his job,

Document 1

Catalino Morales Full Back Pay Union Wins Job With

PRESSURED YOU AT WORK? DISCIPLINED OR GOTTEN Contact the Union Immediately for a HAS YOUR MANAGER POINTS UNFAIRLY? Confidential Consultation at HAVE YOU BEEN 951-699-3888

Both work in the Casino housekeeping departme Catalino Morales and his with Sofia Morales



Ambos trabajan en el departamento de Limpieza del Casino

MANEJADOR EN EL TRABAJO? LE HA PRESIONADO SU

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Contacte a la Union inmediatamente para una consulta confidencial al 951-699-3888

Voice of Pala Workers

UNITE Voz de los Trabajadores de Pag

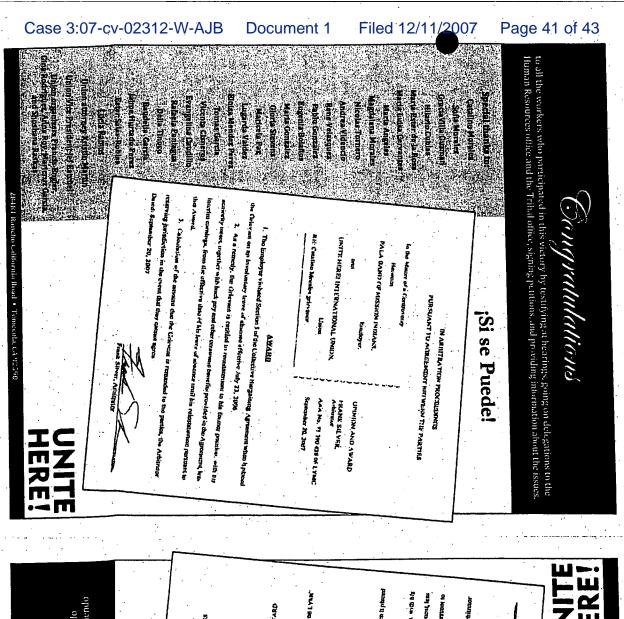
Page 29

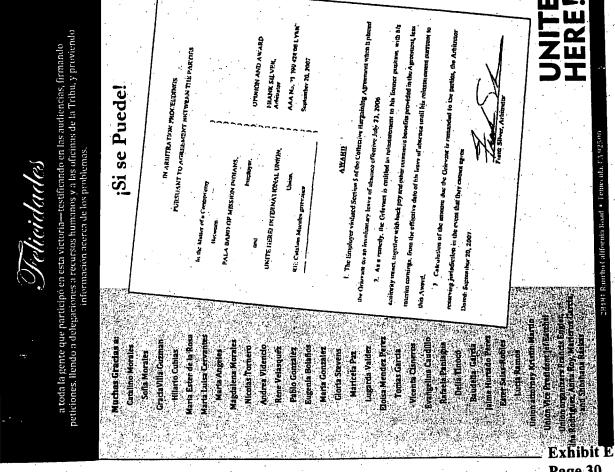
¡La Union Gana el Catalino Morales y Su Sueldo Trabajo de Atrasado!

del Departamento de Houseal trabajo a Catalino Morales, de Pala, y obligó a Pala regresar El 20 de Septiembre de 2007, en Julio de 2006. quitado de su horario de trabajo atrasado desde el día que fue keeping y que reciba su salario decidió en contra de la gerencia el Arbitrador de la Comisión de labor de las Tribus, Frank Silver

de desabilidad" descriminación en las bases de "trash duty" y esto fue desarrollar todos los déberes su desabilidad le prohibe de de trabajo involuntaria porque manejadores de Pala puso a Silver dice: "la decisión de los La decisión final del Arbitrador Catalino Morales en un ausencia

Si se Puede!





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UNITED STATES DISTRICT COURT

SOUTHERN DISTRICT OF CALIFORNIA SAN DIEGO DIVISION

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December 11, 2007 11:35:08

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USAO #.: 07CV2312 CIV. FIL. Judge..: THOMAS J WHELAN

\$350.00 CK Amount.:

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Total-> \$350.00

FROM: UNITE HERE INTL UNION V. PALA BAND OF MISSION INDIANS

CIVIL FILING