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

**BLUE LAKE RANCHERIA, et al.,**

Plaintiffs,

v.

**MARTY MORGENSTERN, et al.,**

Defendants.

Case No. 2:11-CV-01124-JAM-JFM

**DEFENDANTS' REPLY TO  
PLAINTIFFS' OPPOSITION TO  
DEFENDANTS' MOTION TO DISMISS**

Date: September 21, 2011  
Time: 9:30 a.m.  
Courtroom: 6  
Judge: The Hon. John A. Mendez  
Trial Date: Not yet set.  
Action Filed: April 26, 2011

State official defendants Marty Morgenstern, Pam Harris, Jack Budmark, Talbott Smith, Kathy Dunne, and Sarah Reece (collectively "EDD"<sup>1</sup>), file this memorandum of points and

<sup>1</sup> On September 6, 2011, Defendants voluntarily dismissed the State of California and the California Employment Development Department from this lawsuit. The remaining state official defendants, Marty Morgenstern, Pam Harris, Jack Budmark, Talbott Smith, Kathy Dunne, and Sarah Reece, sued only in their official capacity, are referred to collectively in this Reply as "EDD" because by their complaint Plaintiffs seek declaratory and injunction relief against nonjudicial tax collection activity undertaken by EDD. Under California law only "an executive officer known as the Director of Employment Development is vested with the duties, purposes, responsibilities, and jurisdiction ... with respect to ... collection of contributions, penalties and interest, including but not limited to filing and releasing liens." Cal. Unemp. Ins. Code § 301(c). For this reason, Pam Harris as EDD's acting director is *arguendo* the sole proper party defendant to this lawsuit, and the remaining individual state official defendants should be dismissed. For reasons explained more fully below, suit against all defendants including Ms. Harris should be dismissed.

authorities in reply to the Memorandum of Points and Authorities in Support of Opposition to Motion to Dismiss by Plaintiffs Blue Lake Rancheria, Blue Lake Rancheria Economic Development Corporation, and Mainstay Business Solutions (Opposition).

### DISCUSSION

The Plaintiffs' allege that as a federally recognized Indian tribe, Blue Lake Rancheria enjoys sovereign immunity from suit and the enforced collection actions undertaken by EDD. Complaint for Declaratory and Injunctive Relief, p. 4:5-11 (Apr. 26, 2011). Plaintiffs further allege that the Tribe, EDCo, and Mainstay did not waive sovereign immunity with respect to the unemployment insurance contributions, tax, or assessments imposed or the collection actions taken by the State Official Defendants. *Id.* at p. 6:11-17. Plaintiffs additionally deny that Congress abrogated tribal sovereign immunity with regard to the assessments and enforced collection actions undertaken by Defendants. *Id.* at p. ¶6, ll. 7-10 and 18-19. But a careful review of the legal authority on which Plaintiffs rely shows that no legal authority supports the allegations in their Complaint.

#### **I. PLAINTIFFS ARE NOT IMMUNE FROM DEFENDANT'S FORCED COLLECTION ACTIVITIES BECAUSE SOVEREIGN IMMUNITY DOES NOT BAR NONJUDICIAL COLLECTION.**

Plaintiffs err in their contention that the judicial doctrine of tribal sovereign immunity from lawsuit in state and federal court renders them immune from nonjudicial collection action such as that undertaken by EDD. Plaintiffs' reliance on *Kiowa Tribe of Oklahoma v. Manufacturing Technologies, Inc.* to support their contention of immunity from nonjudicial collection activity is misplaced because that case stands only for the proposition that Indian tribes are "*subject to suit* only where Congress has authorized the suit or the tribe has waived its immunity." *Kiowa Tribe of Oklahoma v. Manufacturing Technologies, Inc.*, 523 U.S. 751, 754-755 (1998) (emphasis supplied) (holding that Indian tribe was immune from lawsuit filed in state court by private party seeking to enforce tribe's obligation on a promissory note signed by the Chairman of its business committee) (*Kiowa*).

"As sovereigns or quasi sovereigns, the Indian Nations enjoyed immunity 'from judicial attack' absent consent to be sued." *Kiowa, supra*, 523 U.S., at p. 757, quoting *United States v.*

1 *United States Fidelity & Guaranty Co.*, 309 U.S. 506, 513-514 (1940) (*USF&G*). “Sovereign  
 2 immunity means only that the sovereign may not be sued without its consent.” *United States of*  
 3 *America v. State of Oregon*, 657 F.2d 1009, 1014 fn. 12 (9th Cir. 1982) (holding that tribe’s  
 4 conduct in entering contract with arbitration clause constituted express waiver of sovereign  
 5 immunity) (*United States v. Oregon*). None of the activities to which Plaintiffs object in this  
 6 case, i.e., EDD’s tax liens and levies including levies on accounts receivable owed by third parties  
 7 but not yet paid to Plaintiffs, constitutes a “judicial attack” within *Kiowa* and *USF&G*.

8 Plaintiffs’ reliance on *Oklahoma Tax Commission v. Citizen Band Potawatomi Indian Tribe*  
 9 *of Oklahoma*, 498 U.S. 505 (1991) (*Potawatomi*) to support their contention that they are immune  
 10 from EDD’s nonjudicial collection activity is also misplaced. As the *Kiowa* court observed,  
 11 *Potawatomi* too stands only for the proposition that Indian tribes have sovereign immunity  
 12 against lawsuits. *Kiowa, supra*, 523 U.S., at p. 751, citing *Potawatomi, supra*, 498 U.S., at 510.

13 In the *Potawatomi* case, the tribe filed a lawsuit in the district court to enjoin an assessment  
 14 issued by the State of Oklahoma. Oklahoma counterclaimed, asking the district court to enforce  
 15 its assessment against the tribe and to enjoin the tribe from selling cigarettes in the future without  
 16 collecting the taxes on those sales. *Potawatomi, supra*, 498 U.S., at p. 507. The tribe moved to  
 17 dismiss the counterclaim on the ground that it had not waived its sovereign immunity and  
 18 therefore was immune from the State’s counterclaim. *Id.* at p. 508.

19 Plaintiffs cite *Potawatomi* to support the contention that this case “makes clear that Indian  
 20 tribes (and their assets) are protected by sovereign immunity, regardless of where their assets may  
 21 be located.” Opposition, p. 16:18-20, citing *Potawatomi, supra*, 498 U.S., at 514. But in doing  
 22 so, Plaintiffs misstate the holding in *Potawatomi*. In that case, the Supreme Court upheld the  
 23 Tribe’s sovereign immunity in regards to the counterclaim filed against it and addressed  
 24 Oklahoma’s complaint that cases such as *Moe v. Confederated Salish and Kootenai Tribes of the*  
 25 *Flathead Reservation*, 425 U.S. 463 (1976) (*Moe*) and *Washington v. Confederated Tribes of the*  
 26 *Colville Indian Reservation*, 447 U.S. 134 (1980) (*Colville*), essentially give them a right without  
 27 a remedy. *Potawatomi, supra*, 498 U.S., at p. 514. In doing so, the Supreme Court outlined some  
 28 alternative nonjudicial remedies, such as, collecting the sales tax from cigarette wholesalers or

1 seizing unstamped cigarettes off the reservation. *Id.* But nowhere did the Supreme Court state  
2 that involuntary collections actions against Indian tribes implicate or violate sovereign immunity.  
3 In any event, the case at bar is factually distinguishable from *Potawatomi*, *Kiowa*, *Moe* and  
4 *Colville* in that it concerns reimbursements to EDD that Plaintiffs agreed to make through their  
5 election to finance unemployment insurance under the reimbursable method.

6 Both *Kiowa* and *Potawatomi* concern lawsuits filed against Indian tribes without an express  
7 waiver by Congress or the Indian Tribes. The cases are not applicable to the instant case because  
8 California has neither sued Plaintiffs nor counterclaimed to Plaintiffs' lawsuit. Thus, Plaintiffs'  
9 err in their reliance on *Kiowa* and *Potawatomi* to support their contention that they are immune  
10 from EDD's nonjudicial collection activity. *Cf.* Opposition, pp. 9:9-10:11.

11 Plaintiffs additionally err in contending that the holding in *Colville* turned on the  
12 characterization of the assets seized — in that case, cigarettes — as “contraband.” Opposition,  
13 p. 16:8-23. In *Colville*, the Supreme Court stated that its holding turned on its agreement with the  
14 lower court determination that the challenged Washington state tax could be enforced because its  
15 legal incidence “fell on the purchaser in transactions between an Indian seller and a non-Indian  
16 buyer”:

17       Essentially, the court accepted the State's contention that the tax falls upon the  
18 first event which may constitutionally be subjected to it. In the case of sales by non-  
19 Indians to non-Indians, this means the incidence of the tax is on the seller, or perhaps  
20 on someone even further up the chain of distribution, because that person is the one  
21 who first sells, uses, consumes, handles, possesses, or distributes the products. But  
22 where the wholesaler or retailer is an Indian on whom the tax cannot be imposed  
under *McClanahan v. Arizona State Tax Comm'n*, 411 U.S. 164 ... (1973), the first  
taxable event is the use, consumption, or possession by the non-Indian purchaser.  
Hence, the District Court concluded, the tax falls on that purchaser. We accept this  
conclusion.

23 *Colville*, *supra*, 447 U.S., at 142 and fn. 9. The Plaintiffs also err in asserting the assets seized in  
24 *Colville* were not the property of the tribe. Rather, the cigarettes seized were the property of the  
25 tribes in that case. *Id.* at p. 144 (noting that “[w]hile the Colville, Lummi, and Mekah Tribes  
26 function as retailers, retaining possession of the cigarettes until their sale to consumers, the  
27 Yakima Tribe acts as a wholesaler. It purchases the cigarettes from out-of-state dealers and then  
28 sells them to its licensed retailers.”)

1 The *Colville* court found that “Washington’s interest in enforcing its valid taxes [was]  
2 sufficient to justify these seizures”:

3 Although the cigarettes in transit are as yet exempt from state taxation, they are not  
4 immune from seizure when the Tribes, as here, have refused to fulfill collection and  
5 remittance obligations which the State has validly imposed. It is significant that these  
6 seizures take place outside the reservation, in locations where state power over Indian  
7 affairs is considerably more expansive than it is within reservation boundaries. Cf.  
8 *Mescalero Apache Tribe v. Jones*, 411 U.S. 145 . . . (1973). By seizing cigarettes en  
9 route to the reservation, the State polices against wholesale evasion of its own valid  
10 taxes without unnecessarily intruding on core tribal interests.

11 *Colville, supra*, 447 U.S., at p. 161-162.

12 In citing *California State Board of Equalization v. Chemehuevi* to support their erroneous  
13 contention that Indian tribes are immune from a State’s nonjudicial collection activity, Plaintiffs  
14 misrepresent both the question presented to the Ninth Circuit Court of Appeal in that case and the  
15 ultimate holding by the Supreme Court of the United States. *Chemehuevi Indian Tribe v.*  
16 *California State Board of Equalization*, 757 F.2d 1047 (9th Cir. 1985), rev. sub nom. *California*  
17 *State Board of Equalization v. Chemehuevi*, 474 U.S. 9, 12 (1986).

18 In *Chemehuevi* the tribe asked the district court for declaratory and injunctive relief against  
19 California’s nonjudicial collection of the state tax on cigarettes sold by the tribe to non-Indian  
20 purchasers:

21 The District Court held that [California’s] counterclaim was barred by  
22 sovereign immunity, 492 F. Supp. 55 (1979), but also held that California could  
23 lawfully require the Tribe to collect cigarette excise taxes imposed on cigarettes that  
24 it sold to non-Indians. On appeal, the Court of Appeals affirmed the first  
25 determination, but reversed the second. 757 F.2d 1047 (CA9 1985).

26 *Chemehuevi, supra*, 474 U.S., at p. 10. Thus, the question presented to the Ninth Circuit in  
27 *Chemehuevi* was not whether California’s nonjudicial collection activity was barred but whether  
28 the State’s counterclaim against the tribe in the federal district court was barred.<sup>2</sup>

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29 <sup>2</sup> The Ninth Circuit’s *Chemehuevi* decision includes dicta inferring that the use of  
30 nonjudicial remedies to collect validly assessed taxes like the reimbursements in the instant case  
31 are allowed without implicating sovereign immunity. In that intermediate appellate court,  
32 California argued that nonjudicial remedies were less effective than judicial remedies. But the  
33 court “reject[ed] the Board’s contention that the absence of judicially enforceable remedies  
34 should lead to a relaxation of the sovereign immunity bar in a case of this sort” because it was  
35 unclear whether nonjudicial remedies were less effective:

(continued...)

1 On certiorari review, the Supreme Court held that California had the right to require the  
 2 tribe to collect an excise tax on cigarettes sold by the tribe to non-Indian purchasers, even though  
 3 Cal. Rev. & Tax. Code § 30107 [1979] did not expressly require that the tax be passed through to  
 4 the ultimate purchasers, where the incidence of the tax fell upon the purchasers). Cf. Opposition,  
 5 at pp. 9:20-10:4 and fn. 6, with *Chemehuevi*, *supra*, 474 U.S., at p. 12 (holding that “[i]nsofar as  
 6 the Court of Appeals held that respondent might not be required to collect the cigarette tax  
 7 imposed by California on non-Indian purchasers at tribal smoke shops, its judgment is  
 8 [r]everse[d].”)

9 Thus, *Chemehuevi* does not stand for the proposition that Indian tribes are immune from  
 10 EDD’s nonjudicial collection. Indeed, the Supreme Court expressly recognized California’s  
 11 authority to impose the “collection and pass through” obligation on the tribe. 474 U.S., at pp. 10-  
 12 11. In doing so, the Supreme Court ruled that the Ninth Circuit applied “a mistaken standard” to  
 13 the question whether the California tax was “sufficiently like” that in *Washington v. Confederated*  
 14 *Tribes of the Colville Indian Reservation*, 447 U.S. 134 (1980), for that case to control. The  
 15 Supreme Court ruled that the Washington and California taxes were sufficiently similar and  
 16 therefore reversed the Ninth Circuit’s decision. *Chemehuevi*, *id.*

17 In sum, Plaintiffs’ allegation that they are immune from EDD’s nonjudicial collection  
 18 activity lacks legal support. Their complaint should therefore be dismissed for failure to state a  
 19 claim upon which relief can be granted. Fed. R. Civ. P. 12(b)(6).

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22 \_\_\_\_\_  
 23 (...continued)

24 It is unclear if judicially sanctioned “self help,” such as seizing goods in transit to the  
 25 reservation, see *Washington v. Confederated Tribes of the Colville Indian*  
 26 *Reservation*, 447 U.S. 134, 161-162 ... (1980), is in fact less effective than judicial  
 remedies. But more significantly, sovereign immunity is not a discretionary doctrine  
 that may be applied as a remedy depending on the equities of a given situation.

27 *Chemehuevi Indian Tribe v. California State Board of Equalization*, 757 F.2d 1047, 1052 fn. 6  
 28 (9th Cir. 1985).



**II. CONGRESS INTENDED TO ALLOW THE STATES TO TAKE REASONABLE MEASURES TO PROTECT THE STATES UNEMPLOYMENT INSURANCE FUNDS AND SPECIFICALLY DELEGATED THE AUTHORITY TO THE STATES TO DETERMINE WHAT REASONABLE MEASURES TO TAKE**

Congress through the 2001 Amendments to FUTA purposely left it to the states to determine, what if any, measures would be taken to protect the Unemployment Insurance funds of the states. The text of section 3309(a)(2) includes Indian tribes in its definition of “a governmental entity” otherwise liable for UI contributions which may elect to participate in a State’s reimburseable program and states that “State law may provide safeguards to ensure that governmental entities or other organizations so electing will make the payments required under such election.” 26 U.S.C. § 3309(a)(2). Section 3309(d) gives states the option either to impose a bond requirement “or take other reasonable measures to assure the making of payments[.]” 26 U.S.C. § 3309(d).

Section 3309(d) gives the States the right to chose whether to require Indian tribes “to post a payment bond *or* to take other reasonable measures to assure the making of payments in lieu of contributions[.]” 26 U.S.C. § 3309(d) (emphasis supplied). As a matter of statutory construction, Congress’ use of the disjunctive “or” shows that the “other reasonable measures” it expressly authorized the states to use are not limited to bonds. If such were the case, Congress’ use of the disjunctive “or” would be mere surplusage. Further, the text of Section 3309(d) expressly makes Indian tribes liable to the contemplated collection activity: “*This subsection shall apply to an Indian tribe within the meaning of section 4(e) of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 450b(e)).*” 26 U.S.C. § 3309(d) (emphasis supplied).

California declined to impose a payment bond and instead chose “to take other reasonable measures to assure the making of payments” by amending Unemployment Insurance Code section 803(f).<sup>3</sup> These “reasonable measures” include the nonjudicial collection activity challenged by Plaintiffs’ complaint underlying this action. The intent expressed in the FUTA amendments is clear. By authorizing the states to provide safeguards to ensure that the tribes pay

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<sup>3</sup> Section 803 (f) applies to non-profits and other governmental units to the same extent it applies to Indian tribes, including the collection actions at issue in this case.

1 their delinquent UI taxes and to take reasonable measures to assure the making of payments  
 2 required by the reimbursable election, congress expressed “with the requisite clarity” its intention  
 3 to allow the states to take whatever reasonable measures available to them to collect delinquent  
 4 reimbursable liabilities, including forced collection actions against an Indian tribe.

5 **III. PLAINTIFFS’ ELECTION TO PARTICIPATE IN CALIFORNIA’S REIMBURSABLE**  
 6 **PROGRAM CONSTITUTES PLAINTIFFS CONSENT TO THE UNEMPLOYMENT**  
 7 **INSURANCE CODE AND TO DEFENDANTS INVOLUNTARY COLLECTION ACTIONS AS**  
 8 **CODIFIED THEREIN**

9 Assuming, *arguendo*, that EDD’s collection actions implicate sovereign immunity,<sup>4</sup>  
 10 Plaintiffs’ claims fail because they consented to EDD’s collection actions by their election to

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11 <sup>4</sup> And further assuming, *arguendo*, that the doctrine should continue to be recognized.  
 12 The *Kiowa* court declined to overturn the doctrine of tribal sovereign immunity from suit. But in  
 13 doing so it reviewed Justice Stevens’ cogent criticism in *Oklahoma Tax Commission v. Citizen*  
 14 *Band Potawatomi Indian Tribe of Oklahoma*, 498 U.S. 505 (1991) (*Potawatomi*), in which he  
 called for the abandonment or narrowing of that doctrine as an anachronism that was no longer  
 needed “to protect nascent tribal governments from encroachments by the States[]”:

15 The doctrine of tribal immunity came under attack a few years ago in  
 16 *Potawatomi*, *supra*. The petitioner there asked us to abandon or at least narrow the  
 17 doctrine because tribal businesses had become far removed from tribal self-  
 18 governance and internal affairs. We retained the doctrine, however, on the theory that  
 19 Congress had failed to abrogate it in order to promote economic development and  
 20 tribal self-sufficiency. *Id.* at 510[.] The rationale, it must be said, can be challenged  
 as inapposite to modern, wide-ranging tribal enterprises extending well beyond  
 traditional tribal customs and activities. Justice Stevens, in a separate opinion,  
 criticized tribal immunity as ‘founded upon an anachronistic fiction’ and suggested it  
 might not extend to off-reservation commercial activity. *Id.* at 514-515 ...  
 (concurring opinion).

21 There are reasons to doubt the wisdom of perpetuating the doctrine. At one  
 22 time the doctrine of tribal immunity from suit might have been thought necessary to  
 23 protect nascent tribal governments from encroachments by States. In our  
 24 interdependent and mobile society, however, tribal immunity extends beyond what is  
 needed to safeguard tribal self-governance. This is evident when tribes take part in  
 the Nation’s commerce. Tribal enterprises now include ski resorts , gambling, and  
 sales of cigarettes to non-Indians.

25 *Kiowa*, *supra*, 523 U.S., at p. 757. See, 523 U.S., at pp. 760-766 (Stevens, J., with whom JJ  
 26 Thomas and Ginsburg join, dissenting) (concluding that the doctrine of tribal sovereign immunity  
 “is unjust.”) Tribal enterprises also include, as in the case at bar, the operation of a temporary  
 staffing agency employing at one time approximately 39,000 employees in three states. *Blue*  
 27 *Lake Rancheria v. United States*, \_\_ F.3d \_\_, 2011 WL 3506092, \* 1 (9th Cir. 2011) (noting that  
 28 the Blue Lake Rancheria Tribe has only 53 members). In this context, it is indeed unjust to

(continued...)



1 participate in the UI Reimbursable Program and its averments as a petitioner before the California  
 2 Unemployment Insurance Appeals Board (CUIAB) in *Blue Lake Rancheria v. Employment*  
 3 *Development* Department, CUIAB Case No. 1367761 (T) (Dec. 2, 2005). At the time of their  
 4 election, Plaintiffs were aware of the collection remedy available against it under California  
 5 Unemployment Insurance Code section 803(f). Thus the election itself manifests intent by  
 6 Plaintiffs to comply with and to be bound by the provisions of the Unemployment Insurance  
 7 Code. See *Bittle v. Bahe*, 192 P.3d 810, 826 (Okla. 2008) (holding that the tribe had waived its  
 8 “shield of sovereign immunity” when it agreed to be bound by state law in its application for a  
 9 liquor license.)

10 Although dealing with consent of the Yakima Indian Tribe, the case of *United States v.*  
 11 *Oregon, supra*, 657 F.2d 1009, is illustrative of the proposition that an Indian tribe has the ability  
 12 and may consent to suit. In that case the Ninth Circuit addressed the question of “whether the  
 13 Yakima Tribe has manifested its consent to suit.” 657 F.2d 1009 at 1014. The Ninth Circuit held  
 14 that Indian tribes may consent to suit without explicit Congressional authority. *Id.* at p. 1013.  
 15 The Ninth Circuit further “found that the Yakima Tribe had expressly consented to suit on two  
 16 independent grounds: first, by intervening in the original action; and second, by agreeing to  
 17 submit all disputes over fishing rights to the federal district court.” *Id.* at p. 1014.

18 Here, Plaintiffs through their actions consented to the provisions of the Unemployment  
 19 Insurance Code when they elected the Reimbursable Method of financing their unemployment  
 20 insurance obligations and litigated their right to that election to the CUIAB.

21 **IV. NEITHER CONGRESSIONAL ABROGATION NOR WAIVER BY INDIAN TRIBES OF**  
 22 **TRIBAL SOVEREIGN IMMUNITY REQUIRES USE OF THE EXPLICIT WORDS**  
 23 **“SOVEREIGN IMMUNITY.”**

24 Plaintiffs err as a matter of law in their contention that an “unequivocally express”  
 25 Congressional abrogation of tribal sovereign immunity occurs only if Congress includes the  
 26 explicit words “sovereign immunity” in the text of the federal statute. Opposition, pp. 10:14-15,

27 (...continued)

28 permit the Tribe to simply walk away from a \$19.285 million debt that it was able to incur based  
 on its promise to pay.

1 citing *Santa Clara Pueblo v. Martinez*, 436 U.S. 49, 58 (1978) (*Santa Clara Pueblo*) (noting  
 2 “that a waiver of sovereign immunity ‘ “cannot be implied but must be unequivocally  
 3 expressed[,]”’ citing in support *United States v. Testan*, 424 U.S. 392, 399 [1976], quoting *United*  
 4 *States v. King*, 394 US. 1 [1966].)

5 In *C & L Enterprises, Inc. v. Citizen Band Potawatomi Indian Tribe of Oklahoma*, 532 U.S.  
 6 411 (2001) (*C & L Enterprises*), a case decided more than 40 years after the cases on which the  
 7 *Santa Clara Pueblo* court relied in its reiteration of the standard for waiver of sovereign  
 8 immunity, the Supreme Court of the United States held that tribal sovereign immunity could be  
 9 waived without the explicit use of the words “sovereign immunity[]”:

10 The [tribal immunity] waiver ... is implicit rather than explicit only if a waiver of  
 11 sovereign immunity, to be deemed explicit, must use the words “sovereign  
 immunity.” No case has ever held that.

12 *C & L Enterprises, supra*, 532 U.S. at 420-421, quoting *Sokaogon Gaming Enterprise Corp. v.*  
 13 *Tushie-Montgomery Associates, Inc.*, 86 F.3d 656, 659- 660 (7th Cir. 1996). “That cogent  
 14 observation holds as well for the case we confront.” *C & L Enterprises, id.* And it holds for the  
 15 instant case. Similarly, to relinquish its immunity, a tribe’s waiver must be “clear.” *Oklahoma*  
 16 *Tax Comm’n v. Citizen Band Potawatomi Tribe of Okla.*, 498 U.S. 505, 509 ... (1991). We are  
 17 satisfied that the Tribe in this case has waived, with the requisite clarity, immunity from the suit C  
 18 & L brought to enforce its arbitration award. *C & L Enterprises, supra*, 432 U.S., at 418.

19 The procedural posture of *C & L Enterprises* is distinguishable from that of the instant case  
 20 because in *C & L Enterprises* the contractor sued the tribe in state court to enforce an arbitral  
 21 award, while in this case EDD has taken no action implicating tribal sovereign immunity from  
 22 suit. But the governing “express waiver by conduct” principle of *C & L Enterprises* applies here.  
 23 That is, in this case, as in *C & L Enterprises*, the tribe’s conduct in entering an agreement  
 24 constitutes an express waiver of sovereign immunity. In this instance the agreement was its  
 25 election to participate in California’s Reimbursable Program rather than a standard form  
 26 construction contract. But the principle is the same and Plaintiffs’ lawsuit should be dismissed  
 27 under *C & L Enterprises* because, even if sovereign immunity applies, Plaintiffs have waived it in  
 28 this instance.

1 The questioned presented in *C & L Enterprises* was “whether the Tribe waived its  
2 immunity from suit in state court when it expressly agreed to arbitrate disputes with C & L  
3 relating to the contract [to govern installation of a foam roof on a building located in Shawnee,  
4 Oklahoma], to the governance of Oklahoma law, and to the enforcement of arbitral awards in any  
5 court having jurisdiction thereof.” *C & L Enterprises, supra*, 532 U.S., at p. 414 (internal  
6 quotation marks omitted). The Supreme Court held that “by the clear import of the arbitration  
7 clause, the Tribe is amenable to a state-court suit to enforce an arbitral award in favor of  
8 contractor C & L.” *Id.* No explicit invocation of the words “sovereign immunity” was necessary  
9 to this sound result. *Id.* at 420-421.

10 The Plaintiffs consented through their conduct to EDD’s collection actions, therefore the  
11 complaint should be dismissed for failure to state a claim upon which relief can be granted. Fed.  
12 R. Civ. P. 12(b)(6).

13 **V. TITLE 25, UNITED STATES CODE, SECTION 476, IS NOT A SOURCE OF SUBSTANTIVE**  
14 **RIGHTS.**

15 Plaintiffs allege in their Complaint, but do not brief in opposition to EDD’s motion, that  
16 Defendants’ nonjudicial collection activity violates 25 U.S.C. section 476. Complaint for  
17 Declaratory and Injunctive Relief, p. 6:7-10 (Apr. 26, 2011). Plaintiffs do not cite nor have  
18 Defendants found any case holding that section 476 is a source of substantive rights. The  
19 complaint must therefore be dismissed for failure to state a claim as to which relief may be  
20 granted under 25 U.S.C. section 476.

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**CONCLUSION**

For the foregoing reasons, Defendants' motion to dismiss should be granted.

Dated: September 14, 2011

Respectfully Submitted,

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*/s/ Jill Bowers*

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## CERTIFICATE OF SERVICE

Case Name: **Blue Lake Rancheria v.  
Morgenstern**

No. **2:11-CV-01124-JAM-JFM**

I hereby certify that on September 14, 2011, I electronically filed the following documents with the Clerk of the Court by using the CM/ECF system:

**DEFENDANTS' REPLY TO PLAINTIFFS' OPPOSITION TO**

**DEFENDANTS' MOTION TO DISMISS**

I certify that **all** participants in the case are registered CM/ECF users and that service will be accomplished by the CM/ECF system.

I declare under penalty of perjury under the laws of the State of California the foregoing is true and correct and that this declaration was executed on September 14, 2011, at Sacramento, California.

\_\_\_\_\_  
Gloria Montano  
Declarant

\_\_\_\_\_  
*/s/ Gloria Montano*  
Signature