

1 KAMALA D. HARRIS, State Bar No. 146672
Attorney General of California

2 WILLIAM L. CARTER, State Bar No. 59215
Supervising Deputy Attorney General

3 STEVEN J. GREEN, State Bar No. 73705

JILL BOWERS, State Bar No. 186196

4 Deputy Attorneys General

1300 I Street, Suite 125

5 P.O. Box 944255

Sacramento, CA 94244-2550

6 Telephone: (916) 323-1948

Fax: (916) 327-2247

7 E-mail: Jill.Bowers@doj.ca.gov

Attorneys for Defendants State of California,

8 *Employment Development Department, Marty*

Morgenstern, Pam Harris, Jack Budmark, Talbott

9 *Smith, Kathy Dunne, and Sarah Reece*

10 IN THE UNITED STATES DISTRICT COURT
11 FOR THE EASTERN DISTRICT OF CALIFORNIA
12 SACRAMENTO DIVISION
13

14
15 **BLUE LAKE RANCHERIA, et al.,**

16 Plaintiffs,

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

NOTICE OF APPEAL

17 v.

18 **MARTY MORGENSTERN, et al.,**

19 Defendants.
20

21
22 Notice is here given that State of California, Employment Development Department, Marty
23 Morgenstern, Pam Harris, Jack Budmark, Talbott Smith, Kathy Dunne, and Sarah Reece,
24 Defendants in the above named case, hereby appeal to the United States Court of Appeals for the
25 Ninth Circuit from the order granting the motion by Plaintiffs Blue Lake Rancheria, Blue Lake
26 Economic Development Corporation, and Mainstay Business Solutions for preliminary injunction

27 ///

1 entered in this action on the 11th day of August, 2011. A copy of the order appealed from is
2 attached as Exhibit 1.

3 Dated: August 25, 2011

Respectfully submitted,

4 KAMALA D. HARRIS
5 Attorney General of California
6 WILLIAM L. CARTER
7 Supervising Deputy Attorney General

/s/ Jill Bowers

8 JILL BOWERS
9 STEVEN J. GREEN
10 Deputy Attorneys General
11 *Attorneys for State of California,*
12 *Employment Development Department,*
13 *Marty Morgenstern, Pam Harris, Jack*
14 *Budmark, Talbott Smith, Kathy Dunne, and*
15 *Sarah Reece*

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Exhibit 1
Order Granting Plaintiffs' Motion for a Preliminary Injunction

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UNITED STATES DISTRICT COURT
EASTERN DISTRICT OF CALIFORNIA

BLUE LAKE RANCHERIA, a) Case No. 2:11-CV-1124 JAM-JFM
federally-recognized Indian)
Tribe; BLUE LAKE RANCHERIA) ORDER GRANTING PLAINTIFFS'
ECONOMIC DEVELOPMENT) MOTION FOR A PRELIMINARY
CORPORATION, a federally-) INJUNCTION
chartered tribal corporation;)
and MAINSTAY BUSINESS SOLUTIONS,)
a federally-authorized division)
of Blue Lake Rancheria Economic)
Development Corporation,)
Plaintiffs,)
v.)
MARTY MORGENSTERN, individually)
and in his official capacity as)
Secretary of the California)
Labor and Workforce Development)
Agency; PAM HARRIS, individually)
and in her official capacity as)
Chief Deputy Director of the)
Employment Development)
Department of the State of)
California ("EDD"); JACK)
BUDMARK, individually and in his)
official capacity as a Deputy)
Director of the Tax Branch of the)
EDD; TALBOTT SMITH, individually)
and in his official capacity as)
a Deputy Director of the)
Unemployment Branch of the EDD;)
KATHY DUNNE, individually and in)
her official capacity as a)
Senior Tax Compliance)

1 Representative of the EDD; SARAH)
2 REECE, individually and in her)
3 capacity as an Authorized)
4 Representative of the EDD; THE)
5 STATE OF CALIFORNIA; THE)
6 EMPLOYMENT DEVELOPMENT)
7 DEPARTMENT, a department of the)
8 State of California; and DOES 1-)
9 50, inclusive,)
10 Defendants.)
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7 This matter is before the Court on Plaintiffs Blue Lake
8 Rancheria ("the Tribe"), Blue Lake Rancheria Economic Development
9 Corporation ("EdCo"), and Mainstay Business Solutions' ("Mainstay")
10 (collectively "Plaintiffs") Motion for a Preliminary Injunction
11 (Doc. #20). Defendants Marty Morgenstern ("Morgenstern"), Pam
12 Harris ("Harris"), Jack Budmark ("Budmark"), Talbott Smith
13 ("Smith"), Kathy Dunne ("Dunne") and Sarah Reece ("Reece")
14 (collectively "Defendants") oppose the motion (Doc. #25). The
15 Court held a hearing on the motion on June 29, 2011. At the close
16 of the hearing, the Court took the matter under submission, and
17 ordered supplemental briefing on specific issues raised at the
18 hearing. Further supplemental briefing was ordered to address
19 issues raised for the first time in the supplemental briefs.
20 Having reviewed the supplemental briefing, and based on the moving
21 papers and oral argument, the Court GRANTS the motion for a
22 preliminary injunction.

24 I. FACTUAL AND PROCEDURAL BACKGROUND

25 Plaintiffs seek to enjoin Defendants from their enforcement of
26 state unemployment insurance taxes. Defendants seek to collect
27 approximately \$19,285,572.67 in state unemployment insurance
28 contributions that Defendants assert are owed by Mainstay.

1 Plaintiffs do not dispute that some amount of money is owed, but
2 argue that Defendants' collection activities violate tribal
3 sovereign immunity and unlawfully encumber tribal land and tribal
4 assets. Plaintiffs filed a Complaint (Doc. #1) for declaratory and
5 injunctive relief, and now move for a preliminary injunction. The
6 suit is brought under 28 U.S.C. § 1362, which provides that
7 "district courts shall have original jurisdiction of all civil
8 actions, brought by any Indian tribe or band . . . wherein the
9 matter in controversy arises under the Constitution, laws or
10 treaties of the United States." Agua Caliente Band of Cauhuilla
11 Indians v. Hardin et al., 223 F.3d 1041, 1046 FN 5 (9th Cir. 2000)
12 (internal citations omitted). Section 1362 does not, however,
13 waive state sovereign immunity. Id.

14 The motion for a preliminary injunction names only the state
15 officials as Defendants. The Complaint seeks a declaration that
16 Defendants are violating Plaintiffs' tribal sovereign immunity and
17 unlawfully encumbering tribal assets and land, both on and off the
18 reservation. The Complaint also seeks an injunction enjoining
19 Defendants from continuing to levy liens on Tribal assets and
20 property, and requiring Defendants to cancel any existing liens and
21 return any funds seized in response to the existing liens.

22 Plaintiffs' suit concerns the collection of unemployment
23 insurance contribution payments, pursuant to the Federal
24 Unemployment Tax Act, 26 U.S.C. § 3301 et seq. ("FUTA"). FUTA is a
25 joint federal-state program for unemployment insurance. FUTA was
26 amended in 2001 to require states to allow Indian tribes to elect
27 to be a reimbursable employer. A reimbursable employer reimburses
28 the State for all benefits paid to former employees. (Cal. Unempl.

1 Ins. Code 803(b).) Mainstay elected to be a reimbursable employer
2 under FUTA, and held this designation from 2003 to 2010. Mainstay
3 ceased making full contribution payments as required and is now
4 alleged to owe \$19,285,572.67, prompting Defendants to begin the
5 collection activities at issue in this motion for a preliminary
6 injunction.

7

8

II. OPINION

9

A. Legal Standard

10 The purpose of a preliminary injunction as provided by Federal
11 Rules of Civil Procedure 65 is to preserve the relative position of
12 the parties until a full trial on the merits can be conducted.
13 Gilman v. Davis, 2010 WL 519808 at *6 (E.D. Cal. Feb. 4, 2010).
14 Plaintiffs seeking a preliminary injunction must establish that
15 they are (1) likely to succeed on the merits, (2) that they are
16 likely to suffer irreparable harm in the absence of preliminary
17 relief, (3) that the balance of equities tips in their favor, and
18 (4) that an injunction is in the public interest. Am. Trucking
19 Ass'ns v. City of Los Angeles, 559 F.3d 1046, 1052 (9th Cir. 2009)
20 (quoting Winter v. Natural Res. Def. Counsel, Inc., 129 S.Ct. 365,
21 375-76 (2008)). The Ninth Circuit recently clarified that District
22 Courts must also apply a "serious questions" version of the sliding
23 scale test for preliminary injunctions. Alliance for the Wild
24 Rockies v. Cotrell, 632 F.3d 1127, 1131-35 (9th Cir. 2011). The
25 Supreme Court in Winter, *supra*, did not explicitly discuss the
26 continuing validity of the Ninth Circuit's sliding scale approach,
27 in which the elements of the preliminary injunction test are
28 balanced, so that a stronger showing of one element may offset a

1 weaker showing of another. Cotrell, at 1131. Accordingly, under
2 Cotrell, this Court must apply the four part test from Winter, and
3 also apply the serious questions test formulated as "a preliminary
4 injunction is appropriate when a plaintiff demonstrates that
5 serious questions going to the merits were raised and the balance
6 of hardships tips sharply in plaintiff's favor." Cotrell, at 1134-
7 35.

8 "What constitutes irreparable harm does not readily lend
9 itself to precise definition . . . Perhaps most generally,
10 irreparable harm is injury that cannot be adequately remedied by
11 the imposition of money damages." Inspection Management Systems,
12 Inc. v. Open Door Inspections, Inc., 2009 WL 805813, *4 (E.D. Cal.
13 March 26, 2009) (citing Prairie Band of Potawatomi Indians v.
14 Pierce, 253 F.3d 1233 (10th Cir. 2001)). Irreparable harm has been
15 found when the state's conduct interferes with tribal self-
16 government, since such harm is not easily subject to valuation.
17 Prairie Band, 253 F.3d at 1250-51. Losses in revenue and the
18 related effects on tribal services caused by state enforcement
19 actions may constitute irreparable harm. Seneca-Cayuga Tribe of
20 Okla v. State of Oklahoma, 874 F.2d 709, 716 (10th Cir. 1989).

21 Pursuant to Federal Rules of Civil Procedure 65(d), every
22 order granting an injunction must: (a) state the reasons why it
23 issued; (b) state its terms specifically; and (c) describe in
24 reasonable detail—and not by referring to the complaint or other
25 document—the act or acts restrained or required. Additionally, the
26 court may issue a preliminary injunction only if the movant gives
27 security in an amount that the court considers proper to pay the
28 costs and damages sustained by any party found to have been

1 wrongfully enjoined. Fed. R. Civ. P. 65(c). However, if a
2 defendant has not demonstrated a risk of monetary loss from
3 issuance of a preliminary injunction, the Court does not need to
4 require bond. See, e.g., Thalheimer v. City of San Diego, 706
5 F.Supp.2d 1065, 1087 (S.D. Cal. 2010); aff'd by Thalheimer v. City
6 of San Diego, 2011 WLL 2400779 (9th Cir. 2011). Rule 65(c) vests
7 the Court with discretion as to the amount of security required, if
8 any. Barahoma-Gomez v. Reno, 167 F.3d 1228, 1237 (9th Cir. 1999)
9 (affirming district court's waiver of bond in the absence of
10 defendant's showing of cost).

11 B. Preliminary Injunction Motion

12 At oral argument and in the motion papers, Plaintiffs argue
13 that a preliminary injunction should be issued, because they are
14 likely to succeed on the merits of the Complaint, they face
15 irreparable injury in the absence of a preliminary injunction, the
16 balance of equities tips in their favor, and a preliminary
17 injunction is in the public interest. Plaintiffs also argue that
18 no bond should be required, contending that Defendants fail to
19 demonstrate that any harm will be caused by the preliminary
20 injunction.

21 Plaintiffs argue that they are likely to succeed on the merits
22 of the Complaint because tribal sovereign immunity bars Defendants
23 from engaging in their current collection activities. EdCo is a
24 federally chartered Indian corporation, and Mainstay is a division
25 of EdCo. Thus both are arms of the tribe, and also have immunity.
26 While Defendants can declare that Plaintiffs owe an outstanding
27 tax, Plaintiffs contend that Defendants are barred from enforcing
28 the tax by levying tax liens. Plaintiffs assert that Congress did

1 not abrogate tribal immunity when it enacted or amended FUTA, nor
2 have Plaintiffs waived tribal sovereign immunity.

3 Plaintiffs argue that they have been, and continue to be,
4 irreparably injured because Mainstay has already been forced to
5 cease operations due to the liens. Mainstay has been unable to pay
6 its approximately 150 employees. The Tribe alleges that the
7 collection activities are violating its sovereign immunity and
8 preventing the tribe from carrying out its businesses, which then
9 prevents it from being able to provide for tribe members.
10 Collection activities began on April 7, 2011 and Defendants have
11 filed notices of state tax liens against Plaintiffs in thirteen
12 California counties and with the Secretary of State. Defendants
13 have also subpoenaed Plaintiffs' banks for records and levied on at
14 least one of Plaintiffs' banks.

15 Plaintiffs argue the balance of harm tips in their favor.
16 Plaintiffs contend that loss of sovereignty cannot be undone.
17 Further, tax liens and levies have already shut down Mainstay and
18 will affect Plaintiffs' ability to obtain credit and conduct
19 business, resulting in the inability to provide basis tribal
20 services. In contrast, Plaintiffs contend that prohibiting
21 Defendants from collection activities during the course of suit
22 will not cause any significant harm to Defendants. Plaintiffs also
23 argue that a preliminary injunction is in the public interest
24 because the proper determination of tribal sovereign immunity is an
25 important public issue.

26 Defendants raise a number of arguments in support of their
27 opposition to the motion for a preliminary injunction.
28 Additionally, Defendants assert that should the Court grant the

1 motion for a preliminary injunction, the Court should impose a bond
2 in the full amount of outstanding tax contributions.

3 Defendants first argue that Plaintiffs cannot bring suit
4 against the State because of 11th Amendment immunity. However,
5 because the preliminary injunction motion is only brought against
6 state officials, it is not barred by 11th Amendment immunity. The
7 Eleventh Amendment grants states sovereign immunity from suit.
8 See, e.g., Agua Caliente , 223 F.3d at 1045. "Since the Supreme
9 Court's decision in Ex parte Young, 209 U.S. 123 (1908), Courts
10 have recognized an exception to the Eleventh Amendment bar for
11 suits for prospective declaratory and injunctive relief against
12 state officers, sued in their official capacities, to enjoin an
13 alleged ongoing violation of federal law." Id.

14 In Idaho v. Coeur d'Alene Tribe of Idaho, 521 U.S. 261 (1997),
15 a tribe's claim to submerged lands located within the boundaries of
16 the Coeur d'Alene Reservation was not found to be within the Ex
17 parte Young exception. Agua Caliente, 223 F.3d at 1046 (citing
18 Coeur d'Alene, 521 U.S. at 282. The tribe in Coeur D'Alene
19 brought land title claims and sought declaratory and injunctive
20 relief establishing its exclusive right to use and enjoy the
21 submerged lands and prohibiting defendants from regulating the
22 lands. The Supreme Court determined that Young did not apply
23 because of the unique nature of the tribe's claims, which the Court
24 determined were the functional equivalent of a quiet title action
25 that would have divested the state of substantially all regulatory
26 power over the land at issue. Agua Caliente , 223 F.3d at 1046,
27 citing Coeur d'Alene, 498 U.S. 505.

28 However, in Agua Caliente, an Indian tribe challenged the

1 state's application of California's sales tax on purchases made by
2 non-Indians at a hotel located on a reservation as a violation of
3 federal law prohibiting state taxation of value generating
4 activities on reservation land. The Ninth Circuit held that this
5 case was distinguishable from Couer d'Alene, and that the Ex parte
6 Young doctrine applied.

7 The Agua Caliente Court held that action was properly
8 characterized as a suit for declaratory relief against state
9 officers to enjoin an ongoing violation of federal law, rather than
10 a suit against the state itself, thus it came under the Ex parte
11 Young exception to Eleventh Amendment immunity, even though the
12 tribe had a an available remedy under state law. The Court stated
13 that "[the fact that]there existed an alternate forum in state
14 court in which the Tribe *could* raise its claims neither divested
15 the district court of jurisdiction nor removed the case from the
16 Young exception for Eleventh Amendment purposes." Agua Caliente,
17 223 F.3d at 1049 (emphasis in original). The Court noted that the
18 Supreme Court's decision in Coeur d'Alene supported this
19 conclusion, as Justice Kennedy stated in the principal opinion that
20 even if there is a prompt and effective remedy in a state forum, a
21 second instance in which Ex parte Young may serve an important
22 interest is when the case calls for the interpretation of federal
23 law. Id. Accordingly, the Court finds that 11th Amendment
24 immunity is not a bar to Plaintiffs' motion for a preliminary
25 injunction.

26 Defendants next contend that either Congress abrogated tribal
27 sovereign immunity when it required the states to permit tribes to
28 participate in the FUTA program as reimbursable employers, and/or

1 the tribe waived its sovereign immunity when it elected to
2 participate in FUTA as a reimbursable employer. Defendants
3 continued to assert these arguments throughout the papers, oral
4 argument and supplemental briefing, however, the Court is not
5 persuaded by Defendants' assertion that either Congress or
6 Plaintiffs clearly waived tribal sovereign immunity.

7 Federally recognized Indian tribes are immune from suit by any
8 entity, including state governmental agencies, absent a clear
9 waiver by the tribe or congressional abrogation. Okla. Tax Comm'n
10 v. Citizen Band Potawatomi Indian Tribe of Okla., 498 U.S. 505, 509
11 (1991) (citing Santa Clara Pueblo v. Martinez, 436 U.S. 49, 58
12 (1978)). Waiver cannot be implied or imputed, it must be
13 unequivocally expressed. Santa Clara Pueblo, 436 U.S. at 58.
14 Tribal sovereign immunity is a matter of federal law, and cannot be
15 diminished by the States. Kiowa Tribe of Okla. v. Mfg.
16 Technologies, Inc., 523 U.S. 751, 756 (1998).

17 "There is a difference between the right to demand compliance
18 with state laws and the means available to enforce them." Kiowa,
19 523 U.S. at 755; see also Okla. Tax Comm'n, 498 U.S. at 514 (noting
20 that while sovereign immunity bars the State from pursuing the most
21 efficient remedy, adequate alternatives, such as lobbying Congress
22 for legislation, exist). Even where a federal law is applicable to
23 tribes, sovereign immunity is not abrogated unless Congress
24 included express terms permitting suit against tribes. Basset v.
25 Mashantucket Pequot Tribe, 204 F.3d 343, 357 (2d Cir. 2000)
26 (federal copyright act applies to tribes but does not abrogate
27 tribal sovereign immunity); Fla. Paraplegic, Ass'n, Inc. v.
28 Miscosukee Tribe of Fla., 166 F.3d 1126, 1131-32 (11th Cir. 1999)

1 (Americans With Disabilities Act applies to tribes but tribal
2 sovereign immunity bars action against tribe to enforce the act).

3 Further, tribal sovereign immunity also extends to entities
4 that are arms of the tribe. Allen v. Gold Country Casino, 464 F.3d
5 1044, 1046 (9th Cir. 2006). When an Indian tribe establishes an
6 entity to conduct business activities, that entity is immune if it
7 funds as an arm of the tribe. Id. Further, "like foreign
8 sovereign immunity, tribal immunity is a matter of federal law."
9 Kiowa, at 523 U.S. 759.

10 Though Defendants assert that Congress clearly abrogated
11 tribal sovereign immunity when it amended FUTA to require states to
12 permit Indian tribes to participate in state reimbursable programs,
13 this argument fails. The 2001 FUTA Amendments at issue state that,

14 The State law shall provide that a governmental
15 entity, included an Indian tribe, or any other
16 organization (or group of governmental entities or
17 other organizations) which, but for the requirements
18 of this paragraph, would be liable for contributions
19 with respect to service to which paragraph (1) applies
20 may elect, for such minimum period and at such time as
21 may be provided by State law, to pay (in lieu of such
22 contributions) into the State unemployment fund
23 amounts equal to the amounts of compensation
24 attributable under the State law to such service. The
25 State law may provide safeguards to ensure that
26 governmental entities or other organizations so
27 electing will make the payments required under such
28 elections.

22 26 U.S.C. § 3309(a)(2). The statute goes on to state that
23 states may take "reasonable measures" to ensure that Indian tribes
24 electing the reimbursable program pay their unemployment insurance
25 tax, such as requiring a tribe to post a payment bond. 26 U.S.C. §
26 3309(d). However, the 2001 Amendments do not clearly or
27 unequivocally state that tribal sovereign immunity is abrogated.
28 Because abrogation of tribal sovereign immunity must be express and

1 may not be implied, the Court does not find that the 2001 FUTA
2 Amendments expressly abrogate tribal immunity. Likewise, nothing
3 in the forms completed by Plaintiffs in order to elect to
4 participate as a reimbursable employer contains an express waiver
5 of tribal sovereign immunity.

6 Defendants next argue that the suit is barred by the Tax
7 Injunction Act. The Tax Injunction Act, 28 U.S.C. § 1341 states
8 that "the district courts shall not enjoin, suspend or restrain the
9 assessment, levy, or collection of any tax under State law where a
10 plain, speedy and efficient remedy may be had in the courts of such
11 State." However, the Tax Injunction Act's jurisdictional bar does
12 not apply to Indian tribes bringing suit under 28 U.S.C. § 1362.
13 Agua Caliente, 223 F.3d at FN 5 (citing Moe v. Confederated Tribes
14 of the Colville Indian Reservation, 425 US 463, 472-474 (1976)).
15 California v. Grace Brethren Church, 457 U.S. 393 (1982), the case
16 relied on by Defendants to argue that the Tax Injunction Act bars
17 this Court's jurisdiction is inapplicable, as it was not a suit
18 brought by an Indian tribe under 28 U.S.C. § 1362. Thus, this
19 Court does not find that its jurisdiction over Plaintiffs' suit is
20 barred by the Tax Injunction Act.

21 As first raised in oral argument and further addressed in the
22 supplemental briefing, Defendants assert that the 2001 FUTA
23 Amendments unconstitutionally violate the 10th Amendment, by
24 commandeering the state process to carry out a federal program.
25 Defendants maintain that conditioning receipt of federal
26 unemployment program funds on allowing Indian tribes to participate
27 as reimbursable employers is unconstitutionally coercive.

28 FUTA has been subject to 10th Amendment challenges in the

1 past, and the courts have consistently found that it does not
2 violate the 10th Amendment. See, e.g., Steward Machine Co. v.
3 Davis, 301 U.S. 548, 585-90 (1937); State of New Hampshire Dep't of
4 Employment Security v. Marshall, 616 F.2d 240, 243 (1st Cir. 1980).
5 Additionally, courts have routinely rejected challenges to the
6 conditioning of federal funds under the coercion theory. See,
7 e.g., California v. United States, 104 F.3d 1086, 1092 (9th Cir.
8 1997); Nevada v. Skinner, 884 F.2d 445, 448 (9th Cir. 1989); Kansas
9 v. United States, 214 F.3d 1196, 1201-02 (10th Cir. 2000); Doe v.
10 Nebraska, 345 F.3d 593, 599-600 (8th Cir. 2003).

11 Defendants assert that if this Court construes the 2001 FUTA
12 Amendments as requiring the state to allow Indian tribes to
13 participate as reimbursable employers, without giving the state a
14 remedy to collect delinquent contributions from the tribes, this
15 will render FUTA constitutionally suspect and distinguish this case
16 from other cases in which FUTA has withstood 10th Amendment
17 challenges. This argument is without merit.

18 The State could have chosen not to accept the federal
19 funding, or it could have chosen, consistent with FUTA to take
20 "reasonable measures" to ensure repayment by the Indian tribes,
21 such as requiring tribes to post a payment bond. Further, the state
22 could have chosen to expressly require a tribe to waive sovereign
23 immunity upon electing to become a reimbursable employer. It chose
24 not to take any of these measures, and instead complains that it is
25 now left without a viable remedy for collection of delinquent
26 contributions.

27 In Defendants' supplemental Reply brief (Doc. #37), they
28 raised for the first time the argument that the Court should

1 abstain from deciding the preliminary injunction motion pursuant to
2 the doctrine of Younger v. Harris. To promote comity between the
3 federal court and state court, the federal court must abstain from
4 deciding a case to avoid interference with pending state court
5 proceedings. Younger v. Harris, 401 U.S. 37, 44-45 (1971).

6 The federal court should abstain pursuant to the Younger
7 doctrine if 1) there are ongoing state judicial proceedings; 2) the
8 proceedings implicate important state interests; and 3) the state
9 court proceedings provide adequate opportunity to raise the federal
10 claims. Gartrell Const. Inc. v. Aubry, 940 F.2d 437, 441 (9th Cir.
11 1991) (citing Middlesex County Ethics Committee v. Garden State Bar
12 Ass'n, 457 U.S. 423 (1982)). The Ninth Circuit also requires a
13 fourth element for abstention: that the federal court action would
14 enjoin, or have the practical effect of enjoining, the ongoing
15 state court proceedings. AmerisourceBergen Corp. v. Roden, 495
16 F.3d 1143, 1149 (9th Cir. 2007).

17 Defendants state that "ongoing administrative procedures"
18 require this Court to abstain under the Younger v. Harris doctrine.
19 However, as Plaintiffs' note in the supplemental Sur Reply (Doc.
20 #39), Defendants do not identify the administrative procedures to
21 which they refer, nor do they offer analysis of the required
22 factors under the Younger doctrine. Plaintiffs argue that there
23 are no ongoing state administrative procedures that would be
24 enjoined by the preliminary injunction motion. In the absence of
25 information about, and analysis of, any alleged ongoing
26 administrative procedures, the Court does not find that it should
27 abstain from deciding the preliminary injunction pursuant to the
28 Younger abstention doctrine.

1 Lastly, Defendants ask the Court to impose a bond in the full
2 amount of the debt (\$19,285,572.67), arguing that the State is
3 injured by these funds being unavailable. Plaintiffs maintain that
4 requiring a bond is discretionary and Defendants fail to show that
5 any harm will be caused by the issuance of a preliminary
6 injunction. Defendants argue that Plaintiffs should be required to
7 post a bond in the full amount of the debt, because these funds are
8 needed for the administration of the State's unemployment insurance
9 program.

10 While Plaintiffs contend that no bond should be required
11 because the issuance of the preliminary injunction itself will not
12 cause the State harm, they submit that if the Court was inclined to
13 require a bond, the Court could require bond in the amount that
14 Defendants have actually collected from the issuance of the liens.
15 The parties agree that to date, Defendants have collected
16 \$493,277.34. Plaintiffs' motion for a preliminary injunction seeks
17 to have any money collected by Defendants returned, but concedes
18 that return of these funds could constitute harm to Defendants, and
19 thus the collected funds could serve as an appropriate bond.

20 Following oral argument and extensive briefing, the Court
21 finds that Plaintiffs have met the requirements for granting of
22 their motion for a preliminary injunction. Plaintiffs have shown
23 likelihood of success on the merits, irreparable injury, that the
24 balance of hardships tips in their favor, and that an injunction is
25 in the public interest.

26 Further, based on oral argument and the supplemental briefing,
27 this Court finds that requiring a bond is appropriate. Rather than
28 require the Defendants to return to Plaintiffs the amount

1 Defendants have collected thus far, the Court will instead order
2 that this amount be deposited with the Court, constituting
3 Plaintiffs' bond.

4
5 III. ORDER

6 It is hereby ordered that Plaintiffs' motion for a preliminary
7 injunction is GRANTED. It is further ordered that state official
8 defendants Marty Morgenstern, Pam Harris, Jack Budmark, Talbott
9 Smith, Kathy Dunne, and Sarah Reece, including any of their
10 officers, subordinates, agents and employees, and all persons acting
11 under, for or in concert with them, (collectively "state official
12 defendants") are enjoined and shall refrain, absent further order
13 from this Court, from undertaking any further efforts to collect
14 from plaintiffs Blue Lake Rancheria, Blue Lake Rancheria Economic
15 Development Corporation and Mainstay Business Solutions
16 (collectively "Plaintiffs") any unemployment contributions,
17 including without limitation (a) issuing any levies on Plaintiffs'
18 assets, (b) placing any liens on Plaintiffs' assets and (c) issuing
19 any subpoenas to third parties seeking information concerning
20 Plaintiffs' assets.

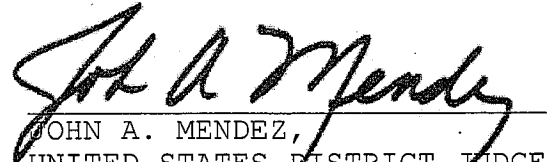
21 It is further ordered that state official defendants shall,
22 within fourteen (14) days from the date of this order, (1) withdraw
23 and release any liens or levies placed on Plaintiffs' assets,
24 including without limitation the liens recorded in any Counties in
25 California and the levies issued to Bank of America and any other
26 financial institution.

27 It is further ordered that, to satisfy the bond required of
28 Plaintiffs, the funds already collected by state official

1 defendants pursuant to the issuance of the aforementioned liens and
2 levies, in the amount of \$493,277.34, shall not be returned to
3 Plaintiffs and shall instead be deposited with the Clerk of the
4 Court within fourteen (14) days of the date of this order.
5 Defendants should deposit the cash with the Clerk of the Court, who
6 will deposit the funds in an interest bearing account.

7 IT IS SO ORDERED.

8 Dated: August 11, 2011


9 JOHN A. MENDEZ,
UNITED STATES DISTRICT JUDGE

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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 August 25, 2011, I electronically filed the following documents with the Clerk of the Court by using the CM/ECF system:

NOTICE OF APPEAL

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 August 25, 2011, at Sacramento, California.

Michele Warburton

Declarant

/s/ Michele Warburton

Signature