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14 15 16 17	THE PEOPLE OF THE STATE OF CALIFORNIA, Plaintiff, V.	COMPLAINT FOR DAMAGES, CIVIL PENALTIES, RESTITUTION, AN ACCOUNTING, A CONSTRUCTIVE TRUST, A PRELIMINARY AND PERMANENT INJUNCTION, INVOLUNTARY DISSOLUTION, AND FOR OTHER RELIEF ARISING FROM
18 19 20 21 22 23	CALIFORNIA ORGANIZATION OF POLICE AND SHERIFFS, a mutual benefit nonprofit corporation; CIVIC DEVELOPMENT GROUP, LLC, a limited liability corporation; RAMBRET, INC., a corporation; GREG F. SAWTELLE, individually and as owner of RAMBRET, INC.; MONTY D. HOLDEN; ED GRAY; GREGG PASSAMA; SCOTT PASCH, individually and as corporate officer of CIVIC DEVELOPMENT GROUP, LLC;	(1) CONSPIRACY TO DEFRAUD DONORS (2) FAILURE TO FILE ANNUAL REPORTS (3) DECEPTIVE AND MISLEADING SOLICITATION (4) BREACH OF FIDUCIARY DUTY (5) FILING AND DISTRIBUTING FALSE AND INCOMPLETE RECORDS (6) NEGLIGENCE (7) NEGLIGENCE PER SE (8) REMOVAL OF DIRECTORS AND OFFICERS UNDER CORP. CODE, § 7223
232425	DAVID KEEZER, individually and as corporate officer of CIVIC DEVELOPMENT GROUP, LLC; DOES 1-100, inclusive.	(9) INVOLUNTARY DISSOLUTION UNDER CORP. CODE, §§ 8510(a)(5), 8511(a)(1) (10) UNFAIR BUSINESS PRACTICES
262728	Defendants.	(11) VIOLATION OF BUSINESS AND PROFESSIONS CODE SECTION 17500
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Edmund G. Brown Jr., Attorney General of the State of California (hereinafter "the Attorney General"), files this complaint as Attorney General on behalf of the People and alleges as follows:

GENERAL ALLEGATIONS

- 1. Plaintiff, is the People of the State of California. The Attorney General, who brings this action on plaintiff's behalf, is the duly elected Attorney General of the State of California and is charged with the general supervision of all charitable organizations within this State; with the enforcement of the obligations of trustees, nonprofits, and fiduciaries who hold or control property in trust for charitable and eleemosynary purposes; and with enforcement supervision under California's Unfair Business Practice Act for unlawful, unfair, and fraudulent business practices within this State. The Attorney General is authorized to enforce, in the name of the People, the provisions of the Supervision of Trustees and Fundraisers for Charitable Purposes Act (Gov. Code, § 12580 et seq.), the Nonprofit Mutual Benefit Corporation Law (Corp. Code, § 7142, subd. (a)(5), 7223 & 7240), the Solicitations for Charitable Purposes Law (Bus. & Prof. Code, § 17510 et seq.), and those provisions of the Business and Professions Code which prohibit unlawful, unfair, or fraudulent business acts or practices within this State (Bus. & Prof. Code, § 17200 et seq.).
- 2. Defendant California Organization of Police and Sheriffs, (hereinafter "COPS") has its principal place of business in Ontario, San Bernardino County. COPS is a nonprofit mutual benefit corporation, recognized as a tax-exempt organization by the Internal Revenue Service. As a mutual benefit corporation, COPS provides labor representation and legal defense for police officer members. From 2005 to 2007, COPS also solicited donations for public charitable purposes from individuals and businesses in California and Nevada. The solicitation of charitable contributions creates a fiduciary duty to use those contributions for the declared charitable purpose for which they were solicited. COPS holds these assets in charitable trust.
- 3. Defendant Civic Development Group, LLC, (hereinafter "CDG") is a New Jersey limited liability company with its principal place of business located in Edison, New Jersey.

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CDG conducts business in California both as a commercial fundraiser and as a fundraising counsel. CDG entered into contracts with COPS acknowledging that California law applies. From January 1, 2005, to November 1, 2008, CDG's actions, as described herein, occurred in the State of California.

- 4. Defendant Rambret, Inc. (hereinafter "RAMBRET) is a for-profit corporation with its principal place of business in Los Angeles. RAMBRET conducted business in California as a commercial fundraiser and as a fundraising counsel. RAMBRET entered into contracts with COPS acknowledging that California law applies. From January 1, 2004, through May 2008, RAMBRET's actions, as described herein, occurred in the State of California.
- 5. Defendant Greg F. Sawtelle (hereinafter "SAWTELLE") is president and owner of Rambret, Inc. From 2000 to 2008, he operated Rambret, Inc. in Los Angeles County.
- 6. Defendant Monty D. Holden (hereinafter "HOLDEN") is a resident of Riverside County. From 2004 to 2008, HOLDEN held various positions of authority and control over COPS, serving as director, chief executive officer, and manager of COPS. HOLDEN negotiated solicitation contracts on behalf of COPS and also authorized the retention of telemarketers and fundraising counsel used by COPS. HOLDEN also deposited donors' checks on behalf of COPS. HOLDEN is a fiduciary of property irrevocably dedicated to charitable purposes.
- 7. Defendant Gregg Passama (hereinafter "PASSAMA") is a resident of Contra Costa County. From 2004 to present, PASSAMA held various positions of authority and control over COPS, serving as director and officer. PASSAMA authorized telemarketing scripts used by COPS and also signed donor acknowledgment letters. PASSAMA is a fiduciary of property irrevocably dedicated to charitable purposes.
- 8. Defendant Ed Gray (hereinafter "GRAY") is a resident of Upland. From 1998 to 2004, GRAY held various positions of authority and control over COPS, serving as director and officer. GRAY was responsible for filing records with the Attorney General's Registry of Charitable Trusts ("Registry") in 2008 and also signed COPS' informational returns in 2008.

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FIRST CAUSE OF ACTION

CONSPIRACY TO DEFRAUD DONORS

[against DEFENDANTS COPS, CDG, HOLDEN, PASSAMA, KEEZER, PASCH, and DOES 1-100]

- 13. CDG has operated as a commercial fundraiser in California since 1996 and contracted to conduct COPS' telemarketing solicitation since 1997. CDG was registered with the Attorney General's Registry as a commercial fundraiser and operated as a commercial fundraiser as defined by Government Code section 12599.
- 14. In 2004, CDG changed its contract with COPS to identify itself as a fundraising counsel, instead of a commercial fundraiser. On information and belief, KEEZER and PASCH proposed the consulting model to COPS as a way to avoid the disclosure requirements under California and Federal law. On information and belief, COPS, through HOLDEN, PASSAMA, and DOES 1-100, agreed to the consulting scheme because it would increase donations to COPS.
- 15. Under the consulting scheme, COPS purportedly conducted its solicitation inhouse, whereas CDG was a consultant which trained, hired, terminated, and disciplined COPS telemarketing employees. CDG also provided the facilities, equipment, scripts, and other written materials for the telemarketing centers, and was responsible for accounting, payroll tax filings, unemployment and related financial reporting. In fact, CDG still acted as a commercial fundraiser. CDG owned the rights to COPS' donor list and was paid 85 percent of the gross collections. CDG had control over the funds solicited. All donations were directed to a banking agent, Financial Processing Services, selected by CDG, which was operated and headed by Dolores Keezer, Defendant KEEZER's mother. CDG controlled all aspects of COPS' telemarketing activity. CDG had the same "consulting" scheme with other charities, and on any given day telemarketers worked in the same boiler room operation for several different charities.
- 16. The consulting scheme allowed donors to be deceived and thwarted the Attorney General's attempt to educate the public regarding fundraising expenses. Donors were led to believe that 100 percent of their donation would benefit COPS, when in reality CDG received 85

percent of each donation and COPS retained less than 15 percent. The consulting scheme allowed for misleading, false, and deceptive solicitation in violation of Government Code sections 12599 and 12599.6. The deception occurred during and after the solicitation process.

- 17. The solicitation script used in the consulting scheme provided as follows:
 - a. "[Donor's name], this is [solicitor's name], I work directly for CACOP.
 - b. When confirming the donation, the solicitor states, "Mr./Mrs., I am also a CACOP employee and I see you made a generous pledge of \$[amount]. Is that correct?"
 - c. If the prospective donor asked, "What company do you work for?" or "What fundraising company are you calling from?" the solicitors would respond, "Sir/Ma'am, I work directly for the California Organization of Police and Sheriffs. I am a California Organization of Police and Sheriffs employee calling you from the fundraising center in [City, State]. I do not work for a fundraising company."
 - d. If the prospective donor persisted, the script provides, "Sir/Ma'am, I do not think you understand, the California Organization of Police and Sheriffs IS the fundraiser. I am NOT an employee of a third party telemarketing company. The California Organization of Police and Sheriffs operates its own call center and I am employed directly by them, so they don't need to hire a professional fundraising company for this drive."
 - e. If the prospective donor asked how much of their donation went to COPS, the script provided that "100% goes directly to the association. I am an employee of the California Organization of Police and Sheriffs and not an outside fundraising company. The Association now runs an in-house fundraising drive from the California Organization of Police and Sheriffs office. Of course, there are costs associated with the drive and the Associations programs, but they are all paid directly by the California Organization of Police and Sheriffs."

- f. If donors asked how much of the donation was used for fundraising expenses and how much was used for programs, instead of providing a response as required under Government Code section 12599, subdivision (j), the script instructed the telemarketers to state, "I'm sorry, but we do not have detailed financial information here in the center." Prospective donors were directed to write to COPS or to call the Fundraising Information Center.
- g. If a prospective donor asked why CDG's telephone number wasn't displayed on the caller ID, the script provided that "the Telephone Sales Rule exempts nonprofits and political calls from the new caller-ID requirements."
- 18. COPS and CDG further misled donors by sending them with a donor acknowledgment letter signed by PASSAMA, which stated, "You will be pleased to know that the person you spoke with is an employee of COPS and not from a telemarketing company. You will be glad to know that 100% of the donations go to COPS"
- 19. Through the consulting scheme, defendants attempted to evade the Federal Trade Commission's Telemarketing Sales Rule ("TSR") because the TSR does not apply to charities conducting their own solicitation. Under the TSR, for-profit telemarketers are prohibited from:
 - (a) misrepresenting the nature, purpose or mission of any entity for which the solicitation is being made. (16 C.F.R. § 310.3, subd. (d)(1).);
 - (b) misrepresenting how a contribution will be used and the percentage or amount the charity will receive. (16 C.F.R. § 310.3, subd. (d)(3) and (4).);
 - (c) initiating any outbound telephone call to any person when that person "previously has stated that he or she does not wish to receive an outbound call . . . made on behalf of the charitable organization for which a charitable contribution is being solicited." (16 C.F.R. § 310.4, (b)(iii)(A));
 - (d) blocking caller ID. (16 C.F.R. § 310.4(a)(7).);
 - (e) sending billing information without the donor's express authorization. (16 C.F.R. § 310.3(a)(3).); and

- (f) engaging in abusive telemarketing acts or practices such as letting the phone ring repeatedly or continuously with the intent to annoy, abuse or harass or calling before 8:00 a.m. or after 9:00 p.m.. (16 C.F.R. § 310.4(b)(1)(i),and (c).)
- COPS and CDG sought to evade the TSR by purportedly conducting the solicitation in-house. Under this scheme, defendants engaged in abusive practices, such as ignoring donors' requests to be removed from the calling list, calling before 8:00 a.m. and after 9:00 p.m., and sending billing statements to donors who had not agreed to pledge any money.
- 20. The consulting scheme was successful. From 2005 to 2006, COPS donations increased from \$6.2 million to \$11.4 million. California donors and the beneficiaries of charity have been damaged as a result of this scheme. CDG prevented the Attorney General's Office from providing California residents with information regarding the fundraising costs involved in the solicitation. Under Government Code section 12599, subdivision (c), commercial fundraisers are required to file with the Attorney General's Registry annual financial reports accounting for all funds collected as a result of charitable solicitation campaigns they conduct. The annual financial report requires a detailed itemized accounting of all revenues received from the solicitation campaign(s), the fees or commissions charged by the commercial fundraiser, the fundraising expenses involved in the solicitation, and the payment made to the charity as a result of the solicitation. The Attorney General uses this information to prepare an annual report, which informs the public about the total amount of funds raised by the solicitation campaign and the percentages paid to the commercial fundraisers.
- 21. Because CDG characterized its role and relationship with COPS as a fundraising consultant, CDG was not required to file annual financial reports with the Attorney General's Registry in 2007 and 2008. For the time period 2004-2006, CDG filed annual reports only for solicitations made to businesses and Spanish-speaking residents of California. Because CDG failed to file annual reports, the Public was deprived of critical information needed to make an informed decision about whether to donate to COPS.
- 22. The acts as alleged in this cause of action were willful, wanton, malicious and oppressive and were undertaken with the intent to defraud donors and thus justify the award of

exemplary and punitive damages against defendants. Plaintiff is entitled to damages, injunctive relief, and civil penalties.

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SECOND CAUSE OF ACTION

FAILURE TO FILE ANNUAL REPORTS IN VIOLATION OF GOVERNMENT CODE SECTION 12599[against Defendants CDG, KEEZER, PASCH, and DOES 1-100]

- 23. For compensation, Defendants CDG, PASCH, KEEZER, and DOES 1-100 solicited funds in this state for charitable purposes on behalf of COPS. CDG, PASCH, KEEZER, and DOES 1-100 received and/or controlled funds donated as a result of their solicitation for COPS.
- 24. Defendants CDG, PASCH, KEEZER, and DOES 1-100 procured and/or engaged compensated persons to solicit, receive, and/or control funds for COPS.
- 25. By virtue of the actions of CDG, PASCH, KEEZER, and DOES 1-100 described herein, they are commercial fundraisers for charitable purposes within the meaning of Government Code section 12599.
- 26. As commercial fundraisers for charitable purposes, CDG, PASCH, KEEZER, and DOES 1-100 were required to file annual financial reports with the Attorney General's Registry for the years 2004-2008, pursuant to Government Code section 12599, subdivision (c). Defendants failed to file any reports for 2007-2008, and for 2004-2006 they filed reports only for solicitations made to commercial businesses and Spanish-speaking residents in California.
- 27. At all times relevant herein, CDG, PASCH, KEEZER, and DOES 1-100 were commercial fundraisers for charitable purposes and as such are subject to the Attorney General's supervision under Government Code section 12599, subdivision (g). Under Government Code section 12599, subdivision (g), CDG, PASCH, KEEZER, and DOES 1-100 are constructive trustees for charitable purposes with regard to all funds collected from solicitations for COPS and have a duty to account to the Attorney General for all such funds.

28. Under Government Code section 12599, subdivision (f), plaintiff is entitled to an injunction against CDG, PASCH, KEEZER, and DOES 1-100 prohibiting them from soliciting for charitable purposes in this State until they have complied with the registration and reporting provisions of Government Code section 12599. Under Government Code section 12591.1, plaintiff is entitled to civil penalties.

THIRD CAUSE OF ACTION

CONSPIRACY TO DEFRAUD DONORS [against Defendants COPS, HOLDEN, PASSAMA, RAMBRET, SAWTELLE, and DOES 1-100]

- 29. Defendant RAMBRET has operated as a commercial fundraiser in California since 2000 and, since 2000, has contracted to conduct COPS' law-enforcement job fairs. RAMBRET was registered with the Attorney General's Registry as a commercial fundraiser and operated as a commercial fundraiser as defined by Government Code section 12599.
- 30. On information and belief, in 2004, COPS retained RAMBRET and SAWTELLE to manage COPS' in-house fundraising operations. COPS, through HOLDEN, PASSAMA and DOES 1-100, decided to manage the Police Expo in-house for the purpose of becoming the owner of the Police Expo, which provided a recruitment venue for law enforcement agencies.
- characterized RAMBRET and SAWTELLE as fundraising consultants, in reality RAMBRET and SAWTELLE acted as commercial fundraisers. Defendants RAMBRET and SAWTELLE made their telemarketing facilities, including their computers, software, telephone systems, telephone lines, office furniture, and staff, available to COPS. RAMBRET retained title to all of its fundraising assets, including COPS' donor list, and were solely responsible for management of solicitation on behalf of the Police Expo. RAMBRET collected donations and deposited them into a bank account in COPS' name, was reimbursed for all of its telemarketing expenses and on top of that also received 15 percent of gross revenues, and RAMBRET employees made withdrawals from COPS accounts and handled the accounting for the Police Expo. RAMBRET

and SAWTELLE made all employment decisions in the hiring, training, disciplining, and terminating of employees.

- 32. In carrying out the consultation scheme, RAMBRET telemarketers falsely told California donors that they were COPS employees and that 100 percent of their donations would benefit COPS. On information and belief, COPS and RAMBRET developed the scheme to mislead donors and to avoid disclosure requirements for commercial fundraisers.
- 33. Under the consultation scheme, California donors were damaged. RAMBRET and SAWTELLE prevented the Attorney General's Office from providing California residents with critical information regarding the fundraising costs involved in the solicitation campaigns they conducted on behalf of COPS. Under Government Code section 12599, subdivision (c), commercial fundraisers are required to file with the Attorney General's Registry annual financial reports for all funds collected as a result of solicitation campaigns. The annual financial report requires a detailed itemized accounting of all revenues received as a result of the campaign, the fees or commissions charged by the commercial fundraiser, the fundraising expenses incurred and the payment made to the charity as a result of the campaign. The Attorney General uses this information to prepare an annual report that informs the public about the total amount of funds raised by solicitation campaigns and the percentage paid to commercial fundraisers.
- 34. Because RAMBRET and SAWTELLE characterized their role and relationship with COPS as fundraising consultants, RAMBRET was not registered as a commercial fundraiser in 2006. Moreover, RAMBRET filed incomplete and false annual financial reports in 2004 and 2007, stating that it was "inactive." RAMBRET filed no annual reports for 2005 and 2006. Because RAMBRET failed to properly file annual reports, the public was deprived of important information and COPS was able to avoid being placed on the Attorney General's list of charities that received less than 15 percent as a result of charitable solicitation campaigns conducted by for-profit fundraising professionals.
- 35. The acts as alleged in this cause of action were willful, wanton, malicious and oppressive and were undertaken with the intent to defraud donors and thus justify the award of

exemplary and punitive damages against defendants. Plaintiff is entitled to damages, injunctive relief, and civil penalties.

FOURTH CAUSE OF ACTION

FAILURE TO FILE ANNUAL REPORTS IN VIOLATION OF GOVERNMENT CODE SECTION 12599 [Against RAMBRET, SAWTELLE, and DOES 1-100]

- 36. Plaintiff re-alleges and incorporates by reference herein each and every allegation contained in paragraphs 29-35 above
- 37. For compensation, Defendants RAMBRET, SAWTELLE, and DOES 1-100 solicited funds in this state for charitable purposes on behalf of COPS. RAMBRET, SAWTELLE, and DOES 1-100 received and/or controlled funds donated as a result of their solicitation for COPS.
- 38. Defendants RAMBRET, SAWTELLE, and DOES 1-100 hired and compensated employees to solicit, receive, and/or control funds for COPS.
- 39. By virtue of this conduct, RAMBRET, SAWTELLE, and DOES 1-100 acted as commercial fundraisers for charitable purposes within the meaning of Government Code section 12599.
- 40. As commercial fundraisers for charitable purposes, RAMBRET, SAWTELLE, and DOES 1-100 were required to file with the Attorney General's Registry annual financial reports for the years 2004-2008, under Government Code section 12599, subdivision (c). In 2004 and 2007, defendants filed incomplete and false annual reports, reporting that they were "inactive." In 2005 and 2006, defendants filed no annual reports.
- 41. As commercial fundraisers for charitable purposes, RAMBRET, SAWTELLE and DOES 1-100 were required, under Government Code section 12599, subdivision (h), to file a Notice of Intent to Solicit with the Attorney General's Registry for each solicitation campaign or event. Defendants RAMBRET, SAWTELLE, and DOES 1-100 failed to file any Notice of Intent to Solicit during 2005 to 2008.

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- 42. As commercial fundraisers for charitable purposes, RAMBRET, SAWTELLE, and DOES 1-100 were required to register with the Attorney General's Registry every year they intended to conduct charitable solicitation campaigns in California, under Government Code section 12599, subdivision (b). RAMBRET failed to register in 2006.
- 43. Under Government Code section 12599, subdivision (g), RAMBRET, SAWTELLE, and DOES 1-100 are subject to the Attorney General's supervision. RAMBRET, SAWTELLE, and DOES 1-100 are constructive trustees for charitable purposes for all funds collected from solicitations for COPS and have a duty to account to the Attorney General for all such funds.
- 44. Under Government Code section 12599, subdivision (f), plaintiff is entitled to an injunction against RAMBRET, SAWTELLE, and DOES 1-100, prohibiting them from soliciting for charitable purposes in this State until they have complied with the registration and reporting provisions of Government Code section 12599. Plaintiff is also entitled to civil penalties under Government Code section 12591.1.

FIFTH CAUSE OF ACTION

DECEPTIVE AND MISLEADING SOLICITATION IN VIOLATION OF GOVERNMENT CODE SECTION 12599.6

[Against COPS, HOLDEN, PASSAMA, CDG, KEEZER, PASCH, SAWTELLE, RAMBRET, and DOES 1-100]

45. Under Government Code section 12599.6, charitable organizations and their commercial fundraisers are prohibited from misrepresenting the purpose of the charitable solicitation. Charitable organizations and commercial fundraisers are prohibited from using any unfair or deceptive practices or engaging in fraudulent conduct that creates a likelihood of confusion or misunderstanding. Charitable organizations and commercial fundraisers are also prohibited from misrepresenting that the charitable organization will receive an amount greater than the actual net proceeds reasonably estimated to be retained by the charity for its use.

Charitable organizations must establish and exercise control over their fundraising activities and must assure that their fundraising activities are conducted without coercion.

- 46. CDG, KEEZER, PASCH, RAMBRET, SAWTELLE, and DOES 1-100 organized, managed and directed misleading solicitation campaigns on behalf of COPS in 2005-2008. On information and belief, CDG, KEEZER, PASCH, RAMBRET, SAWTELLE, and DOES 1-100 provided COPS with scripts that not only concealed material facts but also made false representations as to how the donations would be used by COPS and what amounts COPS would receive from the solicitation campaign. On behalf of COPS, HOLDEN, PASSAMA, and DOES 1-100 approved the scripts submitted by CDG, KEEZER, PASCH, RAMBRET, SAWTELLE, and DOES 1-100. As Director of Solicitation, SAWTELLE was responsible for and failed to properly supervise COPS' telemarketing operations run by RAMBRET, CDG, KEEZER, PASCH, and DOES 1-100.
- 47. The following misrepresentations were made by COPS in its deceptive charitable campaigns:
 - a. From 2005-2008, donors were given inconsistent information about the donation levels required to reach the Gold, Silver, or Bronze Levels. Some donors were told that the Gold Level was as high as \$100, whereas other donors were told it was as low as \$30. Some donors were told that the Silver Level was at \$75, whereas others were told that it was as low as \$20. These representations were misleading because donors were told that donation levels were the same every year, when in fact they changed from donor to donor depending on whether the telemarketer perceived the donor as being a generous past donor.
 - b. In 2006-2007, donors were told that a portion of their donation would go toward mentoring at-risk children. In 2006, COPS spent no money on mentoring and in 2007 only \$500 was spent on mentoring, out of a total of \$11.4 million in donations received.

In fact, CDG received 85 percent of the donations for its fundraising costs and commissions; COPS received 15 percent or less. Likewise, donors to the Police Expo were told that COPS received 100 percent of the donation, when in reality COPS received significantly less after RAMBRET's commission and costs were paid.

- i. Donors were misled and material facts were concealed regarding fundraising expenses. When donors asked what percentage of their donation was going toward fundraising expenses and what percentage was going toward COPS programs, the script provided by CDG and used by COPS failed to make the mandatory disclosure required under Government Code section 12599, subdivision (j); that is, immediate disclosure of fundraising costs, if asked. Instead, donors were told that COPS' telemarketers did not have detailed financial information available at the telemarketing center.
- j. By entering into the consulting scheme, defendants were able to mislead donors and attempted to avoid the disclosure requirements of Business and Professions Code section 17510.85, which requires disclosure before solicitation commences that the call is being made by a commercial fundraiser.
- k. In 2007, COPS, PASSAMA, HOLDEN, and DOES 1-100 failed to establish and exercise control over solicitations made on COPS' behalf in Nevada. In violation of Government Code section 12599, subsection (f)(11), Nevada residents were told that their donation would benefit D.A.R.E., a nonprofit corporation. COPS was not authorized to solicit on behalf of D.A.R.E. but defendant HOLDEN deposited donations made payable to D.A.R.E. into COPS bank accounts. Nevada donors were misled into believing that they were being solicited by retired police officers, by volunteers, and by COPS employees. Donors were misled into

believing that their donations were tax-deductible. Donors were told that their donations would help families of police officers killed or injured in the line of duty, which was untrue. Donors were told that their donations would help abused and deprived children, which was untrue.

48. The acts alleged in this cause of action were willful, wanton, malicious and oppressive and were undertaken with the intent to defraud donors and thus justify the award of exemplary and punitive damages against the defendants named in this cause of action.

Defendants' conduct violates Government Code section 12599.6. Plaintiff is entitled to damages for the benefit of COPS' charitable beneficiaries, injunctive relief, and civil penalties.

SIXTH CAUSE OF ACTION

BREACH OF FIDUCIARY DUTY AND CHARITABLE TRUST [Against Defendants COPS, PASSAMA, HOLDEN, CDG, KEEZER, PASCH, RAMBRET, SAWTELLE, and DOES 1-100]

- 49. Plaintiff re-alleges and incorporates by reference herein each and every allegation contained in paragraphs 1 through 48.
- 50. COPS, PASSAMA, HOLDEN, CDG, KEEZER, PASCH, RAMBRET, SAWTELLE, and DOES 1-100 had a fiduciary relationship with the donors to and the intended charitable beneficiaries of COPS. That fiduciary relationship was established by statute (Bus. & Prof. Code, § 17510.8 and Gov. Code, § 12599), by common law, and by agreement.
- 51. Defendants accepted charitable contributions on behalf of the intended charitable beneficiaries of COPS. The acceptance of those donations established a charitable trust and a fiduciary duty on the part of defendants to ensure that the donations were used for the purposes stated during the solicitation, as required under Business and Professions Code section 17510.8.
- 52. Defendants breached their fiduciary duty by failing to ensure that donations to COPS were used for the purposes for which they were solicited, as required by Business and Professions Code section 17510.8. Donors were told that their donations would help purchase

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bullet-proof vests, provide veterinarian treatment for service dogs, provide mentoring for at-risk youth, fund the Buckle Up Safety Program and provide grants for the Fallen Officer Program. In fact, funds were treated as unrestricted by COPS and used for purposes unrelated to the purpose for which they were donated.

53. The Attorney General has authority to remedy breach of charitable trust against COPS, PASSAMA, HOLDEN, and DOES 1-100 under Corporations Code sections 7238, 7142, subdivision (a)(5), 7240, Government Code sections 12598, 12599.6, and Business and Professions Code section 17510.8. The Attorney General has authority to remedy breach of a charitable trust against RAMBRET, CDG, PASCH, KEEZER, SAWTELLE, and DOES 1-100 under Government Code sections 12598, 12599, subdivision (g), and 12599.6, and under Business and Professions Code section 17510.8.

SEVENTH CAUSE OF ACTION

FILING AND DISTRIBUTING FALSE AND INCOMPLETE RECORDS [Against Defendants PASSAMA, GRAY, HOLDEN, DOES 1-100]

- 54. Under Corporations Code section 8215, any officer, director, employee, or agent of a mutual benefit corporation who issues, makes, delivers, or publishes any report, financial statement, balance sheet, or public document respecting the corporation that is false in any material respect, knowing it to be false, or participates in the making, issuance, delivery, or publication thereof with knowledge of the same, is liable for all damages resulting there from to the corporation.
- 55. Defendants filed false registration renewal forms (RRF-1) with the Attorney General's Registry under penalty of perjury. On information and belief, from 2005 to 2007, COPS reported in its RRF-1 Forms that it was not using the services of a commercial fundraiser or fundraising counsel. The annual report was signed under penalty of perjury by HOLDEN, GRAY and DOES 1-100. By creating false records, defendants have violated Corporations Code section 8215 and the Attorney General has authority to bring an action against defendants.

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EIGHTH CAUSE OF ACTION

NEGLIGENCE [Against all defendants]

- 59. Plaintiff re-alleges and incorporates by reference each and every allegation contained in paragraphs 1 through 58.
- 60. When defendants CDG, RAMBRET, PASCH, KEEZER, HOLDEN, PASSAMA, SAWTELLE, and DOES 1-100 solicited and accepted donations for COPS, they owed a duty of care to the donors to and beneficiaries of COPS to ensure that all donations were used for the specific purposes for which they were solicited. On information and belief, the failure to use donations for the purpose for which they were solicited commenced in January of 2005 and continued throughout most of 2008.
- 61. DOES 1 through 100 voluntarily undertook the duties and responsibilities of director and/or officer of COPS, whether or not formally elected as director or officer and whether or not they had resigned as such. The voluntary undertaking of these duties and responsibilities created a duty on the part of these defendants to exercise due care in the performance of those statutory duties and responsibilities.
- 62. Defendants breached their duty of care by misusing these charitable funds for purposes other than the purpose for which they solicited and for non-charitable purposes. As a result of that breach of duty, the beneficiaries of COPS have been injured, in the aggregate, in an amount presently unknown to plaintiff. The facts necessary for calculation of the receipts and disbursements, and thus the amount owed to the beneficiaries, are within the special knowledge of defendants, and an accounting is therefore required.

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NINTH CAUSE OF ACTION

NEGLIGENCE PER SE [Against CDG, SAWTELLE, PASCH, KEEZER, **HOLDEN, PASSAMA, DOES 1-100**]

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63. Plaintiff re-alleges and incorporates by reference herein each and every allegation contained in paragraphs 1 through 62.

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General's Registry as a commercial fundraiser, in violation of Government Code section 12599,

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subdivision (b).

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Prior to soliciting charitable funds in 2006, and before receiving and controlling those funds, RAMBRET, SAWTELLE, and DOES 1-100 failed to register with the Attorney

- 65. RAMBRET, CDG, SAWTELLE, PASCH, KEEZER, and DOES 1-100, failed to file the required financial reports with the Attorney General's Registry in violation of Government Code section 12599, subdivision (c).
- In violation of Business and Professions Code section 17510.8 and in breach of 66. their fiduciary duty under common law, CDG, PASCH, KEEZER, RAMBRET, SAWTELLE, HOLDEN, PASSAMA, and DOES 1-100 solicited and accepted donations for COPS and failed to ensure that the donations were used for the purpose for which they were solicited; instead the charitable funds were used for other purposes.
- 67. In violation of Government Code section 12599.6, CDG, PASCH, KEEZER, RAMBRET, SAWTELLE, COPS, HOLDEN, PASSAMA, and DOES 1-100 engaged in deceptive and misleading solicitation.
- 68. The People are the intended beneficiaries of the protections afforded by the abovereferenced provisions, which were designed to preserve charitable assets and protect donors and the beneficiaries of charity. The Attorney General represents the interests of the People. As a proximate cause of such breach of statutory duties, defendants were able to divert and misapply charitable donations intended and dedicated for COPS. COPS and its beneficiaries have been injured, in the aggregate, in an amount presently unknown to plaintiff.

1 TENTH CAUSE OF ACTION 2 REMOVAL OF COPS DIRECTORS AND OFFICERS **UNDER CORPORATIONS CODE SECTION 7223** 3 [Against PASSAMA, HOLDEN, and DOES 1-100] 4 69. 5 Plaintiff re-alleges and incorporates by reference herein each and every allegation 6 contained in paragraphs 1 through 68. 7 70. PASSAMA, HOLDEN, and DOES 1-100 have engaged in fraudulent and 8 dishonest acts and have grossly abused their authority. PASSAMA, HOLDEN, and DOES 1-100 9 were responsible to ensure that COPS engaged in fair, truthful, and lawful solicitation and were 10 prohibited from engaging in deceptive and misleading solicitation practices. PASSAMA, 11 HOLDEN, and DOES 1-100 violated Government Code section 12599.6, subdivisions (a), (b), 12 and (f)(2), (4), (8) and (11), and Business and Professions Code section 17510.8. 13 71. Because Defendants engaged in gross abuse of authority or discretion in their 14 management of COPS, and because they breached a charitable trust, they should be permanently 15 removed from COPS' board and barred from re-election. 16 **ELEVENTH CAUSE OF ACTION** 17 FOR INVOLUNTARY DISSOLUTION OF COPS [Against COPS] 18 72. Plaintiff re-alleges and incorporates by reference herein each and every allegation 19 contained in paragraphs 1 through 71 20 73. COPS and DOES 1-100, by participating in the acts alleged in this complaint, have 21 engaged in persistent and pervasive abuse of authority and discretion. Defendant COPS, DOES 22 1-100, and COPS' directors have engaged in the mismanagement of COPS' charitable assets by 23 violating Business and Professions Code section 17510.8 and violating Government Code section 24 12599.6. Further, Defendant COPS, through the actions and omissions alleged in this Complaint, 25 has seriously offended the statutes regulating charitable corporations. 26 27 28

1	74. Involuntary dissolution of COPS is therefore necessary and appropriate, pursuant
2	to the provisions of Corporations Code sections 8510, subdivision (a)(5) and 8511, subdivision
3	(a)(1).
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5	TWELFTH CAUSE OF ACTION
6 7	VIOLATION OF BUSINESS AND PROFESSIONS CODE SECTION 17200 (UNFAIR BUSINESS PRACTICES)
8	[Against all Defendants and DOES 1-100
9	75. Plaintiff re-alleges and incorporates by reference herein each and every allegation
10	contained in paragraphs 1 through 74.
11	76. From 2005 to 2008, defendants engaged in unfair business practices by making
12	false, deceptive, and misleading statements to donors to induce them to make charitable
13	contributions to COPS. Defendants committed and continue to commit acts of unfair competition
14	as defined in Business and Professions Code section 17200, including, but not limited to, the
15	following:
16	a. Defendants concealed their role as commercial fundraisers.
17	b. Defendants misrepresented the percentage or amount of charitable
18	contributions that COPS would receive.
19	c. Defendants misrepresented how charitable donations would be used.
20	d. Defendants breached their fiduciary duty to donors by failing to use the
21	donations for the purposes for which they were solicited.
22	e. Defendants engaged in a campaign to harass donors in California. From
23	2005 to 2007, defendants ignored donors' requests that they be removed
24	from COPS' donor list.
25	f. Defendants, while calling residents of California, engaged in intimidation
26	and coercion. The telemarketers would not take "no" for an answer, even
27	when elderly residents said they were on a fixed income and could not
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1	af	ford to make donations. The methods used by defendants caused
2	re	sidents to feel harassed and intimidated.
3	g. De	efendants sent billing information to people who had not made pledges.
4	h. De	efendants engaged in high pressure sales techniques and made repeated
5	ph	one calls, which a reasonable consumer would consider an unfair
6	bu	siness practice.
7	i. Do	efendants failed to control their fundraising activities and ensure they
8	W	ere conducted without coercion.
9	j. Do	onors in Nevada and California were led to believe that COPS
10	en	aployees, retired police officers, and volunteers were conducting the
11	so	licitation campaign.
12	k. De	onors were misled regarding the purpose of the solicitation.
13	1. De	onors were misled regarding the level of donation required.
14	m. De	onors and the Attorney General were misled by the annual reports
15	su	bmitted by CDG and RAMBRET because the forms were either not
16	fil	ed, or were incomplete or inaccurate.
17	n. De	onors and the Attorney General were misled by COPS' RRF-1 forms and
18	ot	her public records because they were either incomplete or inaccurate.
19	77. Defendants engaged and participated in acts of unfair competition, as defined by	
20	Business and Professions	s Code section 17200, by violating the following statutes and regulations:
21	a. Gover	rnment Code section 12591.1.
22	b. Gover	rnment Code section 12599.6, subdivisions (a), (b), and (f).
23	c. Gover	rnment Code section 12599, subdivisions (b), (c), (d), and (h).
24	d. Busin	ess and Professions Code section 17510.8.
25	e. Busin	ess and Professions Code section 17510.85.
26	f. Busin	ess and Professions Code section 17510.5.
27	g. Corpo	orations Code section 8215.
28	h. Corpo	orations Code section 7223, subdivision (a).

- i. Corporations Code section 7238.
- j. Federal regulations established by the Federal Trade Commission ("Telemarketing Sales Rule"), (16 C.F.R., § 310.3 [deceptive telemarketing acts or practices]; § 310.4 [abusive telemarketing acts or practices]).
- As a result of the aforementioned acts of unfair competition, plaintiff is entitled to civil penalties in an amount which is presently unknown, but believed to be in excess of \$100,000. Defendants should also be required to reimburse the Attorney General all reasonable attorney's fees and actual costs incurred in conducting this action, as provided by Government Code section 12598. Pursuant to Business and Professions Code section 17203, plaintiff is further entitled herein to injunctive relief against the defendants named in this cause of action and DOES 1 through 100, prohibiting them from engaging in further acts of unfair competition.

THIRTEENTH CAUSE OF ACTION

VIOLATION OF BUSINESS AND PROFESSIONS CODE SECTION 17500 (FALSE OR MISLEADING STATEMENTS

[Against all Defendants and DOES 1-100

- 79. Plaintiff re-alleges and incorporates by reference herein each and every allegation contained in paragraphs 1 through 78.
- 80. Defendants violated Business and Professions Code section 17500 by deliberately disseminating or causing to be disseminated to California residents and to residents of other states untrue and misleading statements in the course of conducting their charitable solicitation campaigns, including but not limited to the misrepresentations set forth in Paragraphs 17-18, 32, 46-47. Defendants and each of them knew or reasonably should have known that their representations made in the charitable solicitation campaigns were false or misleading at the time the statements were made. As a result of the false and misleading statements Defendants made in the course of conducting their charitable solicitation campaigns, pursuant to Business and Professions Code sections 17500 and 17536, Plaintiff is entitled to civil penalties against each Defendant in an amount which is presently unknown, but believed to be in excess of \$100,000.

PRAYER FOR RELIEF

WHEREFORE, the People pray for judgment as follows:

- 1. For a preliminary and permanent injunction, enjoining defendants PASSAMA, HOLDEN, COPS and DOES 1 through 100, their employees, agents, servants, representatives, successors, and assigns, any and all persons acting in concert or participation with them, and all other persons, corporations, or other entities acting under, by, through, or on their behalf, from doing any of the following until they have first provided a full and complete accounting for all funds received by, and disbursed from, any and all financial accounts of COPS from January 1, 2005, to the present: (1) expending, disbursing, transferring, encumbering, withdrawing or otherwise exercising control over any funds received by or on behalf of COPS or rightfully due COPS except as authorized by the Court; (2) conducting business of any kind on behalf of, or relating to, COPS other than as necessary to assist a Receiver or appointed director(s), to comply with discovery requests and orders, and as permitted by the Court; and (3) controlling or directing the operations and affairs of any California nonprofit mutual or public benefit corporation;
- 2. That an order issue directing that defendants PASSAMA, HOLDEN, COPS, KEEZER, PASCH, SAWTELLE, CDG, RAMBRET and DOES 1 through 100 and each of them, render to the Court and to the Attorney General a full and complete accounting of the financial activities and condition of COPS and their dealings with COPS from January 1, 2005, to the present, to include the expenditure and disposition of all revenues and assets received by or on behalf of COPS. Upon the rendering of such accounting, that the Court determine the property, real or personal, or the proceeds thereof, to which COPS and the charitable beneficiaries thereof are lawfully entitled, in whatsoever form in whosoever hands they may now be, and order and declare that all such property or the proceeds thereof is impressed with a trust for charitable purposes, that defendants are constructive trustees of all such charitable funds and assets in their possession, custody or control, and that the same shall be deposited forthwith in Court by each and every defendant now holding or possessing the same or claiming any rights, title or interest

therein. In addition, that these defendants be surcharged and held liable and judgment entered against each of them for any and all such assets for which they fail to properly account, together with interest thereon at the legal rate from the date of liability thereon; and that any and all expenses and fees incurred by defendants in this action be borne by the individual defendants and each of them and not by COPS or any other public or charitable corporation or fund;

- 3. Pursuant to Government Code section 12599, subdivision (f), for a permanent and preliminary injunction, enjoining CDG, RAMBRET, KEEZER, PASCH, SAWTELLE, and DOES 1-100, from soliciting any donations on behalf of COPS until such time as defendants have filed complete and accurate annual reports, and fully comply with California's registration requirements.
- 4. For damages due COPS, resulting from the breaches of fiduciary duty of all defendants named in this Complaint and DOES 1 through 100 in an amount to be determined following an accounting from these defendants, plus interest at the legal rate until the judgment is paid;
- 5. For punitive and exemplary damages against defendants PASSAMA, HOLDEN, KEEZER, PASCH, SAWTELLE, and DOES 1 through 100 according to proof;
- 6. That the Court assess civil penalties against all defendants pursuant to Government Code section 12591.1 for violations of the Supervision of Trustees and Fundraisers for Charitable Purposes Act (Gov. Code § 12580 et seq.) as proved at trial;
- 7. Pursuant to Business and Professions Code section 17206, that the Court assess a civil penalty of two thousand five hundred dollars (\$2,500) against all named defendants and DOES 1 through 100 for each violation of Business and Professions Code section 17200 per day, as proved at trial, in an amount no less than \$150,000;
- 8. Pursuant to Business and Professions Code section 17203, for a preliminary and permanent injunction enjoining defendants, their successors, agents, representatives, employees and all persons who act in concert with, or on behalf of, defendants from engaging in unfair competition as defined in Business and Professions Code section 17200, including, but not limited to, those acts and omissions alleged in this Complaint;

1	Dated: May 28, 2009
2	EDMUND G. Brown Jr.
3	Attorney General of California BELINDA J. JOHNS
4	Senior Assistant Attorney General KELVIN GONG
5	Supervising Deputy Attorney General
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8	TANIA M. IBANEZ Deputy Attorney General Attorneys for the People of the State of
9	Attorneys for the People of the State of California
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