

STATE OF WASHINGTON DEPARTMENT OF FINANCIAL INSTITUTIONS

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NO. C-09-499-10-FO02

ORDER PARTIALLY GRANTING
PETITION FOR RECONSIDERATION
AND MODIFYING FINAL ORDER

I. <u>DIRECTOR'S CONSIDERATION</u>

Respondent.

THIS MATTER comes before SCOTT JARVIS, Director ("Director") of the Washington State Department of Financial Institutions ("Department") upon a Motion for Reconsideration of a Final Decision & Order ("Final Order").

In his Petition for Reconsideration and accompanying declaration in support thereof ("Petition for Reconsideration"), Respondent DAVID PEARLMAN ("Respondent") first claims that, notwithstanding his latent filing of a Petition for Review, he should be granted reconsideration of the Final Order because of his underlying argument that one of the sanctions imposed by the Final Order is unfair. The Director has discretion in his deliberation of a petition for reconsideration to dispense with the technical requirements of whether or not Respondent's Petition for Review was timely filed and to look instead to the underlying equities in this matter. The Director elects to exercise such discretion in this case.

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IN THE MATTER OF DETERMINING

Whether there has been a violation of the

Mortgage Broker Practices Act of Washington by:

DAVID PEARLMAN, Unlicensed Loan Originator,

The Director exercises his discretion (which is his privilege in a case of a Petition for Reconsideration rather than a Petition for Review) to not address other aspects of the Petition for Reconsideration, including arguments of the Respondent related to the subject of service of process.

Respondent admits having "mistakenly" engaged in unlicensed activity at the behest of the company for whom he worked. However, Respondent claims reliance upon the company's designated broker in the making of two loans. Specifically, Respondent claims that his designated broker assured him that he had authority to originate the loans in question and that he was handed the two loan applications in question to process. Moreover, Respondent relates that the company for which he worked, First Financial & Real Estate Services Inc., was based in Costa Mesa, California, and that he too was not based in Washington State and was reliant upon his designated broker for whether he was authorized to originate these loans. In his supplemental declaration in support of his Petition for Reconsideration, Respondent states the following:

"I do not dispute that I did not have a Washington License for the two residential loans. That was a mistake on my part. However, it was a simple mistake. The loans were assigned to me and I took the applications in the same manner that I generally did, i.e., take down the pertinent information and the [sic] have the loans processed by a loan processor at First Financial. At no time did I make any representations to the borrowers about licensing. It never came up. I spoke with the borrowers. I explained that I was located in California, and the focus at all times was on obtaining the best loan possible for these borrowers. At that time, and for these two loans, I simply proceeded as I normally did for all my borrowers."

Accordingly, Respondent contends, by and through his legal counsel, David Ambrose, Esq., that he should not be found liable for a violation of RCW 19.146.0201(1), (2) and (3), on the grounds, he claims, that he did not "directly or indirectly employ any scheme, device, or artifice to defraud or mislead

¹ Supplemental Declaration of David Pearlman Regarding Petition for Reconsideration, ¶ 13, p. 1.

borrowers or lenders or to defraud any person," and that he did not "engage in an unfair or deceptive practice toward any person."

The counsel for the Division of Consumer Services, Assistant Attorney General Charles E. Clark, argues in opposition to the Petition for Reconsideration, as follows:

"... [B]y originating a loan without a license, Mr. Pearlman misled the borrower by giving a false impression that he was complying with the licensure laws related to loan originators. This was a deceptive practice. It was also unfair to other loan originators that complied with the law and were properly licensed. Lastly, Mr. Pearlman, on behalf of First Financial & Real Estate Services, obtained a commission check through these misrepresentations. As a result, Mr. Pearlman violated RCW 19.146.0201(1), (2) & (3)."²

The requirement that Respondent have a loan originator license with the Department to originate loans in Washington State was enacted by the Washington Legislature in 2006, with an effective date of January 1, 2007. While unlicensed loan originators were permitted to make loans in Washington State in 2007 (due to the problem of processing thousands of applications for character and fitness), *provided that a proper license application had been made and was pending*, no such allowances can be made for unlicensed loan originators beginning January 1, 2008. Not only should Respondent's employer have known about the Department's statutory requirements as of 2008; Respondent should have known about them as well. Respondent had an affirmative duty to comply with RCW 19.146.200. Respondent had no

² Department's Response to Petition for Reconsideration, p. 6.

^{3 2006} c 19, § 9 [RCW 16.146.200, as amended].

right to rely upon his employer, First Financial & Real Estate Services Inc. d/b/a www.gofirstfinancial.com.4

Having weighed the official record in this matter, including the arguments of both parties, and (in the exercise of discretion) accepting Respondent's statements as true, the Director is of the view that, as a matter of law, Respondent at a minimum negligently engaged in a deceptive practice in violation of RCW 19.146.0201(2) and did obtain property (a check from borrowers) by act or omission amounting at a minimum to negligent misrepresentation in violation of RCW 19.146.0201(3). However, the Director declines (without further comment) to find that Respondent "directly or indirectly employ[ed] any scheme, device, or artifice to defraud or mislead borrowers or lenders or to defraud any person." 5

The Department has the authority in this case to impose a fine, award restitution to the two borrowers in question, and even ban Respondent from participation in the conduct of affairs of a Licensed Loan Originator, Mortgage Broker, or Consumer Lender under Chapters 19.146 RCW and 31.04 RCW. It can do this for a stand-alone violation of RCW 19.146.200 pursuant to its authority under RCW 19.146.220. It also has this authority for a violation of RCW 19.146.0201 pursuant to its authority under RCW 19.146.220.

The question, however, is what the remedy should be for conduct that the Director has determined, as a matter of law, to have been *negligent* rather than willful. In other unlicensed activity cases that have come before the Director, there has been evidence in the record of other misconduct with respect to loan originations, even though the Division of Consumer Services may have only

⁴ The Director takes official notice of the fact that pursuant to an examination of First Financial, the unlicensed activity of Respondent, along with numerous other violations of First Financial, was discovered. First Financial entered into a Consent Order with the Department resulting in a ban from the industry of ten (10) years for the designated broker and owner.

⁵ RCW 19.146.0201(1).

charged the respondents in question with originating loans without a license. However, there is no record of any other violations associated with the two loans in question other than that they were made by Respondent without the benefit of a Washington State Loan Originator's License, in violation of RCW 19.146.200. This may be simply fortuitous, since the Final Order was obtained through the default of Respondent, thereby resulting in a sparse record. Indeed, the Director takes official notice of the fact that the charges against Respondent's employer, First Financial & Real Estate Services Inc., in Case No. C-09-388-09, allege numerous substantive violations in relation to the origination of mortgage loans to borrowers, not merely unlicensed activity. However, the Director cannot determine whether other, substantive violations were committed by Respondent, acting as an employee, in relation to the two loans in question, because the record is silent. So, for the purposes of this Petition for Reconsideration, the Director must treat this matter as if no such other violations occurred on account of Respondent's acts or omissions. Accordingly, the Director exercises his discretion to modify (without further comment) the original Final Order as hereinafter set forth. The fine and restitution awards appear to be appropriate given the public policy of the statute that is being enforced and the nature of Respondent's violations.

II. MODIFICATION OF FINAL ORDER

Based upon the foregoing, NOW, THEREFORE:

A. IT IS HEREBY ORDERED, that:

- 1. The Petition for Reconsideration is PARTIALLY GRANTED as set forth below.
- 2. The Final Order is PARTIALLY MODIFIED so as to remove the sanction contained in the initial Final Order that would have automatically prohibited Respondent DAVID PEARLMAN from participation in the conduct of affairs of a Licensed Loan Originator, Mortgage Broker, or Consumer Lender under Chapters 19.146 RCW and 31.04 RCW for a period of five (5) years;

provided, however, that nothing in this Final Order shall preclude the Department from investigating the character and fitness of Respondent to obtain a license from the Department in the future based upon his origination of loans in Washington State without a license (in violation of RCW 19.146.200) or any other evidence of conduct in relation to loans made in Washington State while Respondent was employed at the former First Financial & Real Estate Services Inc. d/b/a www.gofirstfinancial.com.

3. Respondent DAVID PEARLMAN shall, however, PAY:

- i. A fine of \$1,000 as and for originating two (2) loans in Washington State without a Loan Originator License at a time when a Loan Origination License was required under Chapter 19.146 RCW;
- ii. Restitution to the borrowers identified in Paragraph 1.3 of the Statement of Charges in the aggregate amount of \$3,850.89 on account of originating loans to them at a time when a Loan Origination License was required under Chapter 19.146 RCW; and iii. An investigation fee of \$240.
- B. <u>Collateral Consequences of Modified Final Order</u>. Notwithstanding this modification of the initial Final Order, Respondent is hereby notified (1) that the sanctions imposed by this Order will be made of record in the National Mortgage Licensing System & Registry ("NMLS") database and (2) that any State Mortgage Licensing Regulator, including the Department, which participates in and accesses information from the NMLS, may in the future, to the extent permitted by applicable law, make the satisfaction of this Order a condition of licensing or being authorized to conduct affairs as a mortgage professional in the jurisdiction that such State Mortgage Licensing Regulator governs. In this regard, the Department is authorized under RCW 19.146.400 to regularly report violations of the Mortgage Loan

Originator Licensing Law (2009 c 528), as well as enforcement actions and other relevant information, to the NMLS.

- C. <u>Judicial Review</u>. Respondent has the right to petition the superior court for judicial review of this agency action under the provisions of chapter 34.05 RCW. In regard to the requirements for filing a Petition for Judicial Review, see RCW 34.05.510 and sections following.
- D. <u>Non-Compliance with Order</u>. If you do not comply with the terms of this order, the Department may seek its enforcement by the Office of Attorney General to include the collection of the fines, fees, and restitution imposed herein.
- E. <u>Service.</u> For purposes of filing a Petition for Reconsideration or a Petition for Judicial Review, service is effective upon deposit of this order in the U.S. mail, declaration of service attached hereto.

DATED this 19 day of 12011.

STATE OF WASHINGTON DEPARTMENT OF FINANCIAL INSTITUTIONS

SCOTT JARVIS DIRECTOR

1	CERTIF	FICATE OF SERVICE
2 3 4	RECONSIDERATION AND MODIFYING FIN	ARTIALLY GRANTING PETITION FOR NAL ORDER has been served upon the following parties on _, by depositing a copy of same in the United States mail,
5 6 7 8 9	WASHINGTON STATE DEPARTMENT OF FINANCIAL INSTITUTIONS By: Susan Putzier Executive Assistant to the Director	
10	Mailed to the following:	
11 12 13 14	David Pearlman 5211 Streamview Drive San Diego, CA 92105 Christopher R. Ambrose, Esq. 200 Buddha Building 312 NW 10 th Avenue Portland, Oregon 97209-3121	Charles E. Clark Assistant Attorney general Office of Attorney General Government Compliance & Enforcement P.O. Box 40100 Olympia, WA 98504-0100
16		James R. Brusselback Chief of Enforcement Division of Consumer Services Department of Financial Institutions
18		P.O. Box 41200 Olympia, WA 98504-1200
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STATE OF WASHINGTON DEPARTMENT OF FINANCIAL INSTITUTIONS

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IN THE MATTER OF DETERMINING

Whether there has been a violation of the

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DAVID PEARLMAN, Unlicensed Loan Originator,

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FINAL ORDER – DAVID PEARLMAN C-09-499-10-F001 NO. C-09-499-10-FO01

FINAL ORDER

I. DIRECTOR'S CONSIDERATION

Respondent.

A. Procedural History. This matter has come before the Director of the Department of Financial Institutions of the State of Washington (Director) pursuant to RCW 34.05.464. On January 28, 2010, the Director, through Consumer Services Division Director Deborah Bortner, entered a Statement of Charges and Notice of Intention to Enter an Order to Prohibit from Industry, Impose Fine, Order Restitution, and Collect Investigation Fee (Statement of Charges). A copy of the Statement of Charges is attached and incorporated into this order by this reference. The Statement of Charges was accompanied by a cover letter dated January 28, 2010, a Notice of Opportunity to Defend and Opportunity for Hearing, and a blank Application for Adjudicative Hearing for David Pearlman. The Department served the Statement of Charges, cover letter dated January 28, 2010, Notice of Opportunity to Defend and Opportunity for Hearing, and blank Application for Adjudicative Hearing for David Pearlman on Respondent on January 28, 2010, by First-Class mail and Federal Express overnight delivery.

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On February 22, 2010, Respondent filed an Application for Adjudicative Hearing. On May 5, 2010, the Department made a request to the Office of Administrative Hearings (OAH) to assign an Administrative Law Judge (ALJ) to schedule and conduct a hearing on the Statement of Charges.

OAH assigned ALJ Craig Davenport (ALJ Davenport) to preside over prehearing and hearing proceedings and issue an Initial Decision. On May 25, 2010, ALJ Davenport issued a Notice of Prehearing Telephone Conference scheduling a prehearing conference on Thursday, June 10, 2010 at 4:00 p.m.

On June 10, 2010, Assistant Attorney General (AAG) Charlie Clark, attorney for the Department, attended the telephonic prehearing conference. Respondent did not appear at the hearing. On July 1, 2010, ALJ Davenport issued a Corrected Initial Order of Default¹. OAH mailed the Corrected Initial Order of Default to Respondent on July 1, 2010.

Pursuant to RCW 34.05.464 and WAC 10-08-211, Respondent had twenty (20) days from the date of service of the Initial Decision and Order to file a Petition for Review of the Initial Decision and Order. Respondent did not file a Petition for Review during the statutory period.

- B. <u>Record Presented</u>. The record presented to the Director for his review and for entry of a final decision included the following:
 - 1. Statement of Charges, cover letter dated January 28, 2010, and Notice of Opportunity to Defend and Opportunity for Hearing, with documentation of service;
 - 2. Completed Application for Adjudicative Hearing for David Pearlman;
 - 3. Request to OAH for Assignment of Administrative Law Judge;

¹ On June 17, 2010, ALJ Davenport issued an Order of Default, but the Corrected Initial Order of Default was issued after AAG Charlie Clark filed a motion requesting an Initial Order be issued in accordance with RCW 34.05, the Administrative Procedure Act.

- 4. Notice of Prehearing Telephone Conference dated May 25, 2010, with documentation of service;
- 5. Corrected Initial Order of Default dated June, 2010, with documentation of service;
- C. <u>Factual Findings and Grounds For Order</u>. Pursuant to RCW 34.05.461, the Director hereby adopts the Statement of Charges, which is attached hereto.

II. FINAL ORDER

Based upon the foregoing, and the Director having considered the record and being otherwise fully advised, NOW, THEREFORE:

A. IT IS HEREBY ORDERED, That:

- 1. Respondent David Pearlman is prohibited from participation in the conduct of the affairs of any mortgage broker subject to licensure by the Director, in any manner, for a period of 5 years;
- 2. Respondent David Pearlman pay a fine of \$1,000;
- 3. Respondent David Pearlman pay restitution to the borrowers outlined in paragraph 1.3 of the Statement of Charges in the amount of \$3,850.89;
- 4. Respondent David Pearlman pay an investigation fee of \$240.
- B. Reconsideration. Pursuant to RCW 34.05.470, Respondent has the right to file a Petition for Reconsideration stating the specific grounds upon which relief is requested. The Petition must be filed in the Office of the Director of the Department of Financial Institutions by courier at 150 Israel Road SW, Tumwater, Washington 98501, or by U.S. Mail at P.O. Box 41200, Olympia, Washington 98504-1200, within ten (10) days of service of the Final Order upon Respondent. The Petition for Reconsideration shall not stay the effectiveness of this order nor is a Petition for Reconsideration a prerequisite for seeking judicial review in this matter.

C-09-499-10-FO01

A timely Petition for Reconsideration is deemed denied if, within twenty (20) days from the date the petition is filed, the agency does not (a) dispose of the petition or (b) serve the parties with a written notice specifying the date by which it will act on a petition.

- C. Stay of Order. The Director has determined not to consider a Petition to Stay the effectiveness of this order. Any such requests should be made in connection with a Petition for Judicial Review made under chapter 34.05 RCW and RCW 34.05.550.
- D. Judicial Review. Respondent has the right to petition the superior court for judicial review of this agency action under the provisions of chapter 34.05 RCW. For the requirements for filing a Petition for Judicial Review, see RCW 34.05.510 and sections following.
- E. Non-compliance with Order. If you do not comply with the terms of this order, the Department may seek its enforcement by the Office of Attorney General to include the collection of the fines, fees, and restitution imposed herein.
- F. For purposes of filing a Petition for Reconsideration or a Petition for Service. Judicial Review, service is effective upon deposit of this order in the U.S. mail, declaration of service attached hereto.

DATED this 16

STATE OF WASHINGTON DEPARTMENT OF FINANCIAL INSTITUTIONS

DIRECTOR

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NO. C-09-499-09-SC01

STATEMENT OF CHARGES and NOTICE OF INTENTION TO ENTER AN ORDER TO PROHIBIT FROM INDUSTRY, IMPOSE FINE, ORDER RESTITUTION, AND COLLECT INVESTIGATION FEE

Pursuant to RCW 19.146.220 and RCW 19.146.223, the Director of the Department of Financial Institutions of the State of Washington (Director) is responsible for the administration of chapter 19.146 RCW, the Mortgage Broker Practices Act (Act)¹. After having conducted an investigation pursuant to RCW 19.146.235 and .310, and based upon the facts available as of this Statement of Charges, the Director, through his designee, Division of Consumer Services Director Deborah Bortner, institutes this proceeding and finds as follows:

- Respondent David Pearlman (Respondent) worked for First Financial & Real Estate Services Inc. d/b/a www.gofirstfinancial.com² as a loan originator at all times relevant to this Statement of Charges. Respondent has never applied for a loan originator license with the Department.
- Loan Originator License. In order to conduct business as a loan originator in 2008, Respondent was required to obtain and maintain a loan originator license before January 1, 2008. Respondent did not obtain a loan originator license and as a result could not conduct the business of a loan originator.
- Unlicensed Loan Originator Activity. Respondent conducted the business of a loan originator when he originated at least 2 residential mortgage loans between January 1, 2008, and June 11, 2008, for borrowers

² The Department has issued a Statement of Charges (C-09-388-09-SC01) against First Financial & Real Estate Services Inc. d/b/a www.gofirstfinancial.com that includes an allegation that Respondent originated at least 2 loans while not

III. AUTHORITY TO IMPOSE SANCTIONS

3.1	Authority to Prohibit from the Industry. Pursuant to RCW 19.146.220(5)(a), the Director may issue	
orders removing from office or prohibiting from participation in the conduct of the affairs of a licensed		
mortgag	ge broker, or both, any officer, principal, employee, or loan originator of any licensed mortgage broker	
or any person subject to licensing under the Act for any violation of RCW 19.146.0201(1) through (9) and		
RCW 19.146.200.		
3.2	Authority to Impose Fine. Pursuant to RCW 19.146.220(2)(e), and (3)(a), the Director may impose	

- Authority to Impose Fine. Pursuant to RCW 19.146.220(2)(e), and (3)(a), the Director may impose fines on a licensee, employee or loan originator of the licensee, or other person subject to the Act for any violations of RCW 19.146.0201(1) through (9) or (13), RCW 19.146.030 through RCW 19.146.080, RCW 19.146.200, RCW 19.146.205(4), or RCW 19.146.265, or any violation of the Act.
- 3.3 Authority to Order Restitution. Pursuant to RCW 19.146.220 (2)(e), the Director may issue orders directing a licensee, its employee or loan originator, or other person subject to the Act to pay restitution for any violation of the Act.
- 3.4 Authority to Collect Investigation Fee. Pursuant to RCW 19.146.228 (2), WAC 208-660-520, and WAC 208-660-550(5), upon completion of any investigation of the books and records of a licensee or other person subject to the Act, the Department will furnish to the licensee or other person subject to the Act a billing to cover the cost of the investigation. The investigation charge will be calculated at the rate of \$48 per hour that each staff person devoted to the investigation.

IV. NOTICE OF INTENTION TO ENTER ORDER

Respondent's violations of the provisions of chapter 19.146 RCW and chapter 208-660 WAC, as set forth in the above Factual Allegations, Grounds for Entry of Order, and Authority to Impose Sanctions, constitute a basis for the entry of an Order under RCW 19.146.220, RCW 19.146.221 and RCW 19.146.223. Therefore, it is the Director's intention to ORDER that:

- 4.1 Respondent David Pearlman be prohibited from participation in the conduct of the affairs of any mortgage broker subject to licensure by the Director, in any manner, for a period of five years;
- 4.2 Respondent David Pearlman pay a fine which, as of the date of these charges, totals \$1,000;