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3	STATE OF OREGON DEPARTMENT OF CONSUMER AND BUSINESS SERVICES DIVISION OF FINANCE AND CORPORATE SECURITIES		
4	DIVISION OF FINANCE AND CORPORATE SECURITIES		
5	In the Matter of	Case No. PB-13-0217	
6	ROUND'EM UP PAWN & COINS, LLC; and PAUL KENNETH LOWERY, JR.;	FINAL ORDER TO CEASE AND DESIST, ORDER ASSESSING CIVIL PENALTY, ORDER ASSESSING FEE	
7	Respondents.	FOR EXTRA SERVICE, AND ORDER REFUSING TO GRANT PAWNBROKER	
8		LICENSE ENTERED BY DEFAULT	
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10	PROCEDURAL HISTORY		
11	On October 23, 2013, the Director of the Department of Consumer and Business		
12	Services for the State of Oregon (the "Director"), acting under the authority of Chapter		
13	726 of the Oregon Revised Statutes ("ORS") ("the Pawnbrokers Act"), and in compliance		
14	with ORS 183.415(3), issued Administrative Order PB-13-0217, ORDER TO CEASE		
15	AND DESIST, PROPOSED ORDER ASSESSING CIVIL PENALTY, PROPOSED		
16	ORDER ASSESSING FEE FOR EXTRA SERVICE, PROPOSED ORDER REFUSING		
17	TO GRANT PAWNBROKER LICENSE AND NOTICE OF RIGHT TO AN		
18	ADMINISTRATIVE HEARING ("Notice Order"), to Respondents Round'Em Up Pawn		
19	& Coins, LLC ("Round'Em Up") and Paul Kenneth Lowery ("Lowery") (hereinafter		
20	referred to collectively as "Respondents").		
21	In accordance with OAR 137-003-0075, the Notice Order designated the		
22	Division's file on this matter, including all materials submitted by the Respondents, as		
23	the record (the "Record") for the purpose of making a prima facie case in the event that		
24	the Director entered a final order against the Respondents by default.		
25	On October 31, 2013, Respondents, through counsel Frederick S. Carman		
26	("Carman"), filed a timely request for an administrative hearing.		

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On December 4, 2013, the Oregon Division of Finance and Corporate Securities
"Division"), a division of the Oregon Department of Consumer and Business Services
"DCBS"), referred the hearing request to the Office of Administrative Hearings
("OAH"). The OAH assigned Senior Administrative Law Judge ("ALJ") Joe L. Allen to
oreside at hearing.

On February 4, 2014, a prehearing conference was convened by ALJ Allen. Assistant Attorney General Joanna Tucker Davis ("AAG Tucker Davis") represented the Division. Carman appeared for Respondents and notified ALJ Allen and the Division of his intent to withdraw as counsel in the matter. On that same day, Carman filed a written notice of his intent to withdraw as counsel for Respondents because they had not paid a retainer and failed to maintain contact with his office. A second prehearing conference was scheduled for March 7, 2014.

On March 7, 2014, neither of the Respondents appeared at the second telephonic prehearing conference. Later that day, Lowery called AAG Tucker Davis and told her that he was in China.

On March 11, 2014, ALJ Allen issued a letter identifying the issues for hearing and the relevant dates for the proceeding. The letter also identified a schedule for filing motions for summary determination as well as responsive briefs.

On March 20, 2014, the Director issued the FIRST AMENDED ORDER TO CEASE AND DESIST, PROPOSED ORDER ASSESSING CIVIL PENALTY, PROPOSED ORDER ASSESSING FEE FOR EXTRA SERVICE, PROPOSED ORDER REFUSING TO GRANT PAWNBROKER LICENSE AND NOTICE OF RIGHT TO AN ADMINISTRATIVE HEARING ("Amended Notice Order"), to Respondents.

On March 28, 2014, the Division filed a Motion for Summary Determination. On April 18, 2014, the date that Respondents' responsive briefs were due, Lowery filed a request for extension of time to file his responsive brief. ALJ Allen denied the request for

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extension of time. On April 18, 2014, Lowery filed a joint response for himself and
Round'Em Up.

On May 28, 2014, ALJ Allen issued a ruling denying the Division's Motion for Summary Determination. ALJ Allen wrote that while Lowery's joint response did not meet the basic requirements of a legal brief, it did

"present sufficient information to draw into question a significant portion of the evidence presented by [the Division]. However, it contains no argument or analysis and fails to comply with the filing guidelines set forth in the prehearing conference follow-up letter. Further, the document submitted fails to address the specific arguments raised by the Division's motion. Instead, Mr. Lowery filed two pages of enumerated 'facts' along with several documents marked as Exhibits[.] \* \* \* If presented at hearing, such filings would be insufficient to carry [Respondents'] burden on any of the issues currently before the ALJ."

Ruling Denying DFCS's Motion For Summary Determination 2 at fn 2.

An administrative hearing was scheduled by ALJ Allen to commence at 9:00 AM on June 26, 2014. Exhibits and witness lists were scheduled to be exchanged no later than June 16, 2014.

On June 13, 2014, AAG Tucker Davis sent the Division's exhibits and witness lists to the address of record for Respondents in Hillsboro and the mailing was returned as undeliverable. On June 17, 2014, Lowery informed the Division, via email to AAG Tucker Davis, that the exhibits should be sent to an address in Las Vegas, Nevada. AAG Tucker Davis sent the Division exhibits and witness list to the Nevada address. Lowery did not submit exhibits or a witness list to the Division.

On the date and time of the scheduled hearing, neither Round'Em Up nor Lowery appeared at the hearing. Lowery sent an email to OAH that requested a continuance. For the reasons set out below, ALJ Allen found, and the Director agrees, that the Respondents had failed to appear at the hearing and that neither party had good cause for not appearing.

After a review of the Record, the Director is persuaded that the Record contains

facts necessary to support the issuance of this Final Order by Default.

Now, therefore, the Director hereby issues the following Findings of Fact, Conclusions of Law and Final Orders.

I.

The Director FINDS that:

## A. Parties

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1. Round'Em Up Pawn & Coins, LLC is a domestic limited liability company first registered with the Oregon Secretary of State on June 20, 2013, registration No. 945586-90. Round'Em Up does business from offices located at 536 SE 10<sup>th</sup> Avenue. Hillsboro, Oregon 97123. The registered agent of Round'Em Up is listed in the Secretary of State's records as Paul Kenneth Lowery, Jr. Lowery is understood to be Round'Em Up's principal and managing member.

FINDINGS OF FACT

### B. Background

- 2. The Regional Automated Property Information Database System for Oregon, Washington and other Western states ("NW RAPID") is a computer database system owned and operated by the Portland Police Bureau. It is the system used by pawnbrokers to log transactions to ensure that pawnbrokers are not dealing in stolen property. Pawnbrokers in Hillsboro are required to use the NW RAPID system to record their pawn transactions.
- 3. On August 5, 2013, the Division contacted Lowery and Round'Em Up by letter concerning potential violations of the Pawnbrokers Act, specifically the provisions that prohibit engaging in the business of a pawnbroker without a license and advertising as a pawnbroker without a license. At the time, Round'Em Up was advertising as a pawnshop on their storefront signage which included a sign above the store and a painted sign on the store's front window, both of which using the word "PAWN."

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- 4. On August 6, 2013, Lowery responded by telephone to a Division Financial Examiner that he was unaware that Oregon had a licensing requirement for pawnbrokers and indicated that he had been transacting business as a pawnbroker for approximately one week. In a telephone conference call, the Division Financial Examiner and a Division Senior Policy Analyst informed Lowery that operating as a pawn business without a license is subject to the civil penalties outlined in the Pawnbrokers Act. Lowery represented to Division Financial Examiner and the Senior Policy Analyst that he had been involved in approximately 20 unlicensed pawn transactions through August 6, 2013. Lowery then stated that Round'Em Up would no longer engage in pawn transactions and would provide the Division with a complete list of all unlicensed pawn transactions through August 6, 2013.
- 5. The Division instructed Lowery to immediately cease all pawn business activities, not collect any fees or interest on the unlicensed pawn transactions, contact all consumers to the pawn transactions to communicate that no fees or interest would be charged, cease all advertisement except for the store signage above or on the store roof, and immediately submit an application for a pawn license. The Senior Policy Analyst informed Lowery that if he agreed to meet each of these terms, the Division would not pursue administrative action on the unlicensed transactions and advertising violations. Lowery orally agreed to the terms outlined above.
- 6. On August 8, 2013, Lowery contacted the Division by email and provided the names of 13 consumers who had engaged in unlicensed pawn transactions with Round'Em Up. Through a follow-up investigation, the Division learned that Lowery and Round'Em Up had engaged in 12 additional unlicensed pawn transactions that were not reported by Lowery in the list provided to the Division on August 8, 2013.
- 7. On August 28, 2013, 22 days after informing the Director that all unlicensed pawn activity would cease, Round'Em Up engaged in an unlicensed pawn transaction

with Oregon consumer D.M. of Banks, Oregon. Round'Em Up entered a transaction into
NW RAPID as a pledge loan in the amount of \$18 on silver coins. The information
entered into NW RAPID, including the descriptor identifying a transaction as a pawn,
was made by Lowery or another employee of Round'Em Up.

- 8. On that same day, August 28, 2013, Lowery submitted an incomplete pawnbroker license application to the Division. Among other deficiencies, the forms did not contain information about the required surety bond or irrevocable letter of credit, a certified application page, proof of insurance on inventory, or the required application fee.
- 9. On September 3, 2013, the Division Financial Examiner notified Lowery by email of deficiencies on the application and offered to assist Lowery or answer questions.
- 10. On September 12, 2013, the Division Financial Examiner again notified Lowery by email of additional deficiencies with the incomplete application and offered to assist Lowery or answer questions.
- 11. On September 17, 2013, Lowery emailed the Division Financial Examiner that he would have the bond and insurance paperwork to her "within the next 2 days." The Division Financial Examiner responded to Lowery informing him of the additional deficiencies in the Round'Em Up application.
- 12. On September 23, 2013, 48 days after informing the Director that all unlicensed pawn activity would cease, Round'Em Up engaged in an unlicensed pawn transaction with Oregon consumer H.T. of Hillsboro, Oregon. The NW RAPID system recorded this transaction as a pledge loan in the amount of \$10 on a DVD player/TV. The descriptor entered into NW RAPID identifying the transaction as a pawn was made by Lowery or an employee of Round'Em Up.
- 13. The Division Financial Examiner attempted to contact Lowery on September 25 and 30, 2013 to obtain the information necessary to complete the Round'Em Up

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application. In spite of leaving numerous messages requesting that Lowery contact the
Division regarding the deficiencies in the Round'Em Up application, Lowery did not
make contact with the Division for 14 days.

- 14. On October 2, 2013, the Senior Policy Analyst contacted Lowery by telephone concerning Round'Em Up's incomplete pawnbroker application. The Senior Policy Analyst requested that Lowery provide the Division with a spreadsheet detailing the current status of pledge loans made prior to being licensed. Lowery stated that he would submit the incomplete portions of the Round'Em Up application and provide a spreadsheet by October 4, 2013. The spreadsheet that Lowery subsequently provided did not provide the requested information, but only updated the entries on two pledge loans that had already been disclosed to the Division. The spreadsheet did not contain any new names or transactions.
- 15. On October 4, 2013, a Division Investigator, having reason to believe that Round'Em Up was operating as a pawnbroker, visited the Round'Em Up business address in Hillsboro. A female employee of Round'Em Up represented to the Investigator that Round'Em Up was in the pawn business and explained the process for obtaining a pledge loan. At no time did the employee inform the Investigator that Round'Em Up was not licensed by the state to conduct a pawn business. The Investigator collected a business card available on the counter that prominently advertised "PAWN" below the name of Round'Em Up.
- 16. On October 8, 2013, 63 days after informing the Director that all unlicensed pawn activity would cease, Round'Em Up engaged in an unlicensed pawn transaction with consumer M.F. of Forest Grove, Oregon. The NW RAPID system recorded this transaction as a pledge loan in the amount of \$39 on jewelry. The descriptor identifying the transaction as a pawn was made by Lowery or an employee of Round'Em Up.
  - 17. On October 9, 2013, Lowery submitted additional forms and a payment in an

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attempt to complete his pawnbroker license application.	Lowery did not sign the
application certification form.	

- 18. On January 8, 2014, a Division Investigator, having reason to believe that Round'Em Up was continuing to advertise as a pawnbroker, visited the Round'Em Up business address in Hillsboro. The Investigator found the front window of the store was still painted to indicate that the business was a pawn business and the sign above the store using the word "PAWN" was still present. Inside the store, the Investigator found business cards available on the counter advertising the business as a pawn store in both English and Spanish.
- 19. On January 27, 2014, a Division Investigator again visited the Round'Em Up business address in Hillsboro. The Investigator found that the store signage using the word "PAWN" was still present.
- 20. Respondents loaned money to 44 Oregon residents, including D.M., H.T. and M.F., at a rate of interest higher than 10 percent per annum on the deposit or pledge of personal property, or purchased personal property on the direct or implied condition of selling it back at a stipulated price that would amount to the payment of interest or consideration in excess of 10 percent per annum.
- 21. On information and belief, Lowery directed, participated in or controlled the pawn transactions executed by Round'Em Up.
- 22. As of March 18, 2014, the Division had not received a complete pawnbroker license application from Lowery or Round'Em Up.
  - 23. Round'Em Up has never obtained a pawnbroker's license from the Division.

# C. Investigation as to Unlicensed Pawn Transactions

24. In addition to the work of the Division Investigator described above, the Division engaged in more work to investigate Round'Em Up and Lowery. On October 4 and October 10, 2013, the Senior Policy Analyst obtained lists from the NW RAPID

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system of all transactions entered by Round'Em Up. The lists that the Senior Policy
Analyst obtained contained 44 pawn transactions made by Round'Em Up from July 25 to
October 8, 2013. Of these transactions, 15 were not reported to the Division at any point
in time by Round'Em Up, and three were entered into NW RAPID after Lowery
informed the Division that Round'Em Up would cease all pawn activity.

25. Each of the 44 transactions described in the NW RAPID report represents unlicensed pawn activity in that each transaction was a loan of money to an Oregon resident at a rate of interest higher than 10 percent per annum on the deposit or pledge of personal property, or the purchase of personal property on the direct or implied condition of selling it back at a stipulated price that would amount to the payment of interest or consideration in excess of 10 percent per annum.

## D. Investigation as to Unlicensed Pawn Advertising

- 26. During the period from approximately July 25, 2013 to January 27, 2014, Round'Em Up displayed storefront signage advertising as a pawn business prior to receiving a license. The Division allowed Round'Em Up to keep the sign above the store temporarily after August 6, 2013, contingent upon Round'Em Up not engaging in further unlicensed pawn transactions and obtaining a pawnbroker license under Oregon law.
- 27. For the 13-day period of approximately July 25 to August 6, 2013, employees at Round'Em Up answered the business landline phone as "Round'Em Up Pawn." Lowery was instructed by the Division to cease this form of advertising on August 6, 2013.
- 28. On October 4, 2013 and January 8, 2014, a Division Investigator obtained from Round'Em Up advertising in the form of a business card that stated "PAWN" in prominent letters along with contact information for Round'Em Up. This card was displayed on the counter at Round'Em Up's Hillsboro offices.
  - 29. On October 7, 2013, the Senior Policy Analyst executed an internet search of

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the terms "Round'Em Up" and "pawn" and obtained two advertisements that had been
placed by Lowery or employees of Round'Em Up. One advertisement was created on
August 5 and expired on August 17, 2013. The second advertisement was placed on
August 14, 2013. Both advertisements identify Round'Em Up as a pawn shop located in
Oregon and open for business.
E. Devoting Extra Time and Attention

30. As of October 10, 2013, Division employees devoted at least 20 hours of extra time to investigating the affairs of Round'Em Up and Lowery. The Division employees working on this matter bill their time at \$75 per hour.

# F. Respondents Failure to Appear at the Hearing and Lack of Good Cause for Failing to Appear

- 31. At 9:00 AM on June 26, 2014, the date and time scheduled for the administrative hearing in this matter, neither of the Respondents appeared at the hearing.
- 32. As an LLC, Respondent Round'Em Up was required to be represented by an attorney licensed to practice law in Oregon. No attorney appeared for Round'Em Up at the date and time scheduled for the hearing. No representative of, or counsel for, Round'Em Up presented any explanation why Round'Em Up was not appearing for the hearing. Round'Em Up presented no good cause reason for not appearing at the hearing.
- 33. Neither Lowery nor an attorney representing him appeared at OAH on the date and time scheduled for the hearing. Respondent Lowery sent an email message to ALJ Allen that was received at OAH at 8:54 AM PDT, just six minutes before the scheduled start of the hearing. The email provided in its entirety:
  - "I just landed in New York and I'm unable to attend today due to my child's health. I'm flying to Denver to be there for this emergency procedure. I'm in hope Judge Allen will grant a continuation. Sorry for the short notice however my family MUST come first. Paul Lowery" (Emphasis in original.)

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34. Lo	owery sent no correspondence to the Division	n or OAH prior to this email
indicating tha	t he was flying to New York or Denver, that	he had a family emergency or
that he otherw	vise would not be able to attend the hearing.	This email consisted of the
entire corresp	ondence from Lowery to OAH or the Division	on regarding this request for
continuance.	Neither OAH nor the Division received any	communication prior to the
hearing that R	cound'Em Up had retained counsel for the he	earing.

- 35. ALJ Allen went on the record at the appointed time for the start of the hearing. He found that Respondent Round'Em Up had failed to appear at the hearing. ALJ Allen also concluded that Respondent Lowery had failed to appear at the hearing and that the reasons stated in the email did not constitute good cause for failure to appear at the scheduled hearing. ALJ Allen did not grant the continuance requested by Lowery in the email.
- 36. There was no dispute about Lowery's reason for not appearing at the hearing. The email establishes that Respondent Lowery never intended to be present at the hearing in Salem, Oregon on June 26, 2014 at 9:00 AM PDT. Irrespective of whether there was a genuine emergency requiring Lowery to be in Denver, Colorado on June 26, 2014; Lowery's claim of having "just landed" in New York at about 8:54 AM PDT—the time the email was sent to OAH—belies any intention of being present for a hearing in Salem, Oregon at 9:00 AM PDT.

#### II. CONCLUSIONS OF LAW

The Director CONCLUDES that:

- 37. Respondent Round'Em Up failed to appear at the hearing and did not have good cause for not appearing. The Director may issue a final order by default against Respondent Round'Em Up in accordance with OAR 137-003-0670.
  - 38. Respondent Lowery failed to appear at the hearing. Lowery did not have

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good cause for not appearing at the scheduled hearing. The reasons for Lowery's failure
to appear at the hearing are not in dispute. The Director may issue a final order by
default against Respondent Lowery in accordance with OAR 137-003-0670.

- 39. Respondents are persons or corporations who loan money at a higher rate of interest than 10 percent per annum on the deposit or pledge of personal property and are, therefore, pawnbrokers as defined by ORS 726.010(2)(a) and (b).
- 40. Respondents violated ORS 726.040 by acting as a pawnbroker in each of the 44 transactions described herein without first procuring a license from the Director. Each pawnbroker transaction is a separate and distinct violation of ORS 726.040.
- 41. Respondents violated ORS 726.040 and OAR 441-740-0045(2) by using store signage, telephone greetings, business cards, and internet advertisements as defined by OAR 441-740-0000(1) that would lead the public to believe that Round'Em Up was a licensed pawnbroker. Each instance of signage, telephone greetings, use of business cards and advertising as a pawnbroker is a separate and distinct violation of ORS 726.040.
- 42. Respondents caused the Director's employees to devote extra attention to Respondents' affairs. In accordance with ORS 726.125(3) and OAR 441-740-0010(2) and (3), the Director may assess a person a fee for the expenditure of extra time and attention.

#### Ш. **ORDERS**

## Order to Cease and Desist

43. The Director, in accordance with the authority of the Pawnbrokers Act, including but not limited to ORS 726.440(1)(a), hereby ORDERS Respondents to CEASE AND DESIST from conducting business as a pawnbroker in the state of Oregon in violation of the Pawnbrokers Act, ORS 726.010 et seq., and accompanying

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administrative rules.

## Order Assessing Civil Penalty

- the authority of ORS 726.910(1), the Director may assess against any person who violates provisions of the Pawnbrokers Act, or any rule adopted under ORS 726.260(1), a CIVIL PENALTY in an amount determined by the Director of not more than \$2,500 per violation.
- 45. In accordance with ORS 726.910(1), the Director hereby ORDERS that Respondents, jointly and severally, are assessed a CIVIL PENALTY in the amount of \$50,000 (fifty thousand dollars) for violation of ORS 726.040 for engaging in 44 business transactions as a pawnbroker without first procuring a license from the Director as provided in the Pawnbrokers Act.
- 46. In accordance with ORS 726.910(1), the Director hereby ORDERS that Respondents, jointly and severally, are assessed a CIVIL PENALTY in the amount of \$17,500 (seventeen thousand five hundred dollars) for violation of ORS 726.040 as follows:
- For using, for a period of at least 77 days, store signage that would lead the Α. public to believe that Round'Em Up was a licensed pawnbroker.
- B. For using telephone greetings in 13 instances that would lead the public to believe that Round'Em Up was a licensed pawnbroker.
- C. For using business cards and internet advertisements that would lead the public to believe that Round'Em Up was a licensed pawnbroker.

## Order Assessing Fee for Extra Service

47. Under the authority of ORS 726.125(3), whenever the Director devotes any extra attention to the affairs of a pawnbroker, either upon determination by the Director or upon request of the pawnbroker, a fee for the extra service may be assessed in the amount of the actual cost thereof.

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48. Division employees devoted at least 20 extra hours to investigating the	affairs		
of Round'Em Up and Lowery. As authorized by OAR 441-740-0010(2), the Divis	ion		
employees working on this matter bill their time at \$75 per hour.			

In accordance with ORS 726.125(3) and OAR 441-740-0010(2), the Director 49. hereby ORDERS that Respondents, jointly and severally, are assessed a fee of \$2,137.50 for the actual cost of the extra attention to the affairs of Respondents devoted by the Division in the investigation of this matter.

## Order Refusing to Grant Pawnbroker License

- 50. In accordance with ORS 726.075(3), the Director may not grant a license to engage in the business of a pawnbroker to any person who has willfully or repeatedly violated or failed to comply with a provision of the Pawnbrokers Act or any administrative rule or order adopted thereunder.
- 51. Respondents have willfully and repeatedly violated ORS 726.040 by engaging in the business of pawnbroker without first procuring a pawnbroker license from the Director.
- 52. Respondents have willfully and repeatedly violated ORS 726.040 by using an assumed business name and advertising that would lead the public to believe that Round'Em Up is a licensed pawnbroker without first procuring a pawnbroker license from the Director.
- 53. In accordance with ORS 726.075(3), the Director ORDERS that Respondents are refused a pawnbroker license because of their willful and repeated violations or failure to comply with the Pawnbrokers Act.

## AUTHORITY OF THE DIRECTOR TO SEEK OTHER REMEDIES UNDER OREGON LAW

54. This Order is a "Final Order" under ORS 183.310(6)(b). Subject to that provision, the entry of this Order does not limit other remedies that are available to the