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OFFICE OF THE SECRETARY

April 25, 2018

Mr. Brent J. Fields
Secretary
Securities and Exchange Commission
100 F Street, NE
Washington, D.C. 20549

RE: In the Matter of the Application for Review of Dakota Securities International, Inc. Administrative Proceeding No. 3-18382

Dear Mr. Fields:

Enclosed please find the originals and three copies of Dakota Securities MotionOpposing FINRA's Motion to Dismiss Dakota's application to review to the Securities and Exchange Commission (SEC") in this matter. Previous letter submitted on April 21, 2018 in error did not include exhibits. Please contact me at 732-713-9607 if you have any questions.

Sincerely,

**Gary Cuccia** 

Goy Cercera

Dakota Securities International, Inc. ("Dakota Securities") received a letter from FINRA dated April 4, 2018. This letter states FINRA's motion to dismiss Dakota's application for review and to stay the briefing schedule in the above captioned matter.

Dakota Securities believes FINRA does not understand the appeal Dakota Securities is making to the SEC in this matter. Dakota Securities is not trying to have the suspension of the firm, that never happened, stayed or overturned but rather we are asking the Commission to review the FINRA fees that were assessed to our firm for \$11,650 dollars for an arbitration case from 2015 that we believe are in error. FINRA had a hearing in November of 2017 and ruled on that hearing in a letter dated February 6, 2018 in which FINRA Hearing Officer Carla Carloni ruled that Dakota Securities did in fact have to pay the \$11,650 broker dealer fees for that arbitration case. Dakota is asking the Commission to review this matter and overturn FINRA's decision as being improper.

Sincerely.

Gary Cuccia

**Dakota Securities** 

Dakota Securities International, Inc. ("Dakota Securities")Brief
In Its Appeal Of FINRA Decision To Suspend The Firm For Not Paying
Arbitration Fees Due To Failure to Obtain A Waiver Of Those Fees Due To
Inability To Pay.

#### **Facts Of The Case**

Dakota Securities was named in an arbitration case in the year 2015 or the amount of 1 million dollars. Dakota asked FINRA arbitration in the New York office to drop the case since it was clearly a case without merit and was basically a shakedown tactic and the facts from FINRA itself in this case showed in numerous investigations that no further action needed to be taken against Dakota Securities. The case was settled by Dakota Securities in late 2015 with the claimants in the amount of five thousand dollars without admitting or denying any guilt in the matter. The settlement alone demonstrates suit was a frivolous claim and that FINRA was wrong in letting the case go forward. It does not make sense to spend \$25,000 to defend a claim without merit. The smart business decision is to settle for \$5,000.

Soon after the case was settled in late 2015, Dakota Securities asked if a financial hardship waiver existed that at could be obtained if the firm can demonstrate a financial inability to pay. Mr. Zipper was informed such a financial hardship waiver is available and was given the phone number and e-mail address of the FINRA Department that would review the hardship waiver request. Mr. Zipper contacted the department instructed and sent Dakota Securities financial information.

### **Dakota Securitles Argument In This Case**

Ms. Ms. Carloni, the FINRA Officer hearing the case in November of 2017 ruled against Dakota Securities because in her opinion Dakota did not prove an inability to pay the fees in question and as such denied our request.

Dakota Securities will now prove to the Commission that the hardship waiver that was said to be available to Dakota Securities was, in fact, a wavier in name only and basically a sham.

Please look at exhibit 11A11 which shows the e-mail communication between Mr. Zipper and Mr. Dawit Beru, the FINRA member working in the collection department of FINRA fees, Mr. Beru asks in his May, 06, 2016 email 111 wanted to make you aware that you are severely past due on a few arbitration invoices". Please note Mr. Zipper's response to this e-mail on the same day II Hi, I sent a letter to the FINRA New York office, requesting a waiver of the arbitration case in question. Mr. Zipper stated Dakota Securities does not have the ability to pay and requested the arbitration fees be waived. Then Mr. Beru says in his response soon thereafter, "Thank you for your prompt response. I'll put a note on the case that you are requesting a waiver so that everyone in my group is aware". These e-mails and responses demonstrate FINRA's collection area was made aware of Dakota Securities's request for waiver and that everyone would be made aware. The next communication Dakota Securities receives is another invoice in May Of 2017, a full year after FINRA was made aware of our waiver request, stating Dakota Securities now owed an additional 4,500 dollars for a May 4, 2017 hearing fee that Dakota never participated in and the total amount owed is 11, 500 dollars. Please review exhibit 11811 the transcript of the hearing that took place on November 28, 2017. The person I will be quoting is Mr.Carey, the FINRA person in charge of granting hardship waivers for FINRA. On page 185, Question from Ms. Lee, attorney for FINRA, Okay, and when was the first time that you became aware of the waiver request made by Dakota? The answer, May of 2017. This statement is not true and contradicts the email from Mr. Beru sent a year earlier referenced in Exhibit A The relevance of this is that FINRA waited a full year from May of 2016 to May of 2017 without sending additional correspondence showing Dakota owed any money for arbitration fees violating their own Rule stated on page 183 of the transcript. Q." What are the duties of an associate director of case administrator at FINRA? A. " I oversee FINRA's Rule 9554 expedited suspension proceeding for firms or individuals who fail to pay arbitration awards after 30 days." Mr. Carey's statement shows FINRA its own rule 9554 by not informing Dakota Securities for one full year.

I want to now go over the evidence that shows the FINRA collection department, which is responsible for granting hardship waivers for companies showing an ability to pay, is a waiver in name only and never granted. On page 184 of the transcript, Q. "what does dispute resolution consider when evaluating a waiver request made by an active FINRA member firm." A." As a general matter, we will not grant a hardship waiver request filed by FINRA active member firms. The theory being that active member firms should have sufficient capital to bear FINRA fines." Ms. Carloni, the hearing officer then asked Mr. Carley long have you worked in this position. Mr. Carey answered 10 years. Ms. Carloni then asks how many waivers have you granted in those ten years. Answer zero, none. Ms. Carloni then asks, Mr. Carey was Mr. Zipper informed by FINRA dispute that hardship waivers are never granted? The answer, No. Ms. Carloni then asked Mr. Carey, is this policy not granting hardship waivers for active member firms written anywhere for Mr. Zipper to read? The answer, No.

The final Item I would like to demonstrate the hardship waiver is in name only. Please refer to page 187 in the transcript. Question" Okay. And if the firm had come to dispute resolution showing that it had only about \$7,000 in excess net capital (which Dakota did demonstrate) would dispute resolution grant such a waiver request?" P. 188. A." No, because we don't grant waiver requests to active FINRA firms." That there is the answer to the

question. FINRA Dispute Resolution doesn't grant waiver requests to active FINRA firms. The four hours of testimony in this case talking about Dakota's financials and ability to pay was made moot when in the last 20 minutes of the transcript Mr. Carey from FINRA says it doesn't matter what the financials are we are not granting any waivers period and haven't done so in the 10 years I have been here. This hardship request for the ability to pay for a member firm doesn't exist and was admitted in testimony under oath that the member firm is never informed of this both verbally or in any written rule. Our firm spent numerous hours and thousands of dollars sending and resending financial documents requested by FINRA Resolution and FINRA knowingly knew the effort would never result in a waiver being granted. If this isn't a sham or ruse what is it. I am asking the Commission to reverse this decision and have FINRA return the fees assessed and paid fees now paid and the costs incurred due to their negligence in their handling of this matter.

# Exhibit "A"

From:

Beru, Dawit

Sent:

Monday, May 09, 2016 8:53 AM

To:

**Bruce Zipper** 

Subject

RE: FINRA: Past due Arbitration invoices

Hella Bruca.

Thank you for your prempt response. I'll put a note on the case that you a requesting a waiver so that everyone in my group is aware.

From: Bruce Zipper [mailto: balance and about secourities.com]

Sent: Friday, May 06, 2016 12:47 PM

To: Beru, Dawit

Subject: Re: FINRA: Past due Arbitration involces

HI, I sent a letter to N.Y.C. requesting a waiver of the arbitration case in question. I stated our company does not have the ability to pay and ask those fees to be waived. This case is without merit and never should have been allowed to be brought. Bruce Zipper, president Dakota Securities Intl Inc. CRD # 132700.

### Bruce M. Zipper

President

**Dakota Securities** 

T: (305) 403-7500 ext.301

F: (305) 415-4204

BZipper. DakotaSezuriti, com

## DAKOTA SECURITIES



From: "Dawit Beru" < Dawit Baru@fing.903>

To: bziegar@daketasecuritian.com Cc: "Arbitration" <Arbitration@finm.cm> Sent: Friday, May 6, 2016 12:13:52 PM

Subject: FINRA: Past due Arbitration invoices

Hello,

I wanted to make you aware that you a severely past due on a few arbitration invoices. I have put a screenshot (via E-bill) below that shows all the outstanding invoices I am referring to. If payment is not received soon then we will have to begin our suspension. If you have any questions, feel free to contact our arbitration line at 240-386-5910.

# Exhibit "B"

Page 181 11-28-2017 1 2 Alexander, on behalf of the firm, do 3 you have any questions for Mr. Beru? MS. ALEXANDER: No, I do not. 4 THE HEARING OFFICER: And I have 5 6 no more questions for Mr. Beru. 7 now we can hear from your last witness 8 Ms. Brunelle: is that correct? 9 MS. LEE: No. We plan to call David Carey from dispute resolution. 10 11 THE HEARING OFFICER: 12 Mr. Carey, okay. apologize. 13 So he's actually not MS. LEE: 14 with us in the same room. He is based 15 out of New York, so we are contacting 16 him right now so that he can dial in. 17 THE HEARING OFFICER: 18 Great. 19 MR. ZIPPER: This is Bruce 20 Zipper, Ms. Carloni, do I get to ask 21 any questions of this witness? 22 THE HEARING OFFICER: Mr. 23 Zipper, you do not because you are not 24 the representative of the firm. 25 are a witness. So the representative

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of the firm who is Ms. Alexander or Mr. Cuccia as I understand is also an officer of the firm and if necessary, if you feel that there's a question that he needs to ask, perhaps depending on the situation I may be inclined to allow that with the understanding that after this hearing today he would have to enter an appearance on the record as the representative of the firm.

MR. ZIPPER: I forget that. Forget I asked.

THE HEARING OFFICER: Mr. Carey, is that you who just called in?

MR. CAREY: Yes, good afternoon.

THE HEARING OFFICER: So Mr.

Carey, my name is Carla Carloni. I am the Hearing Officer in this case, and we do have an affidavit from you stating that you will testify truthfully in this matter. I don't

expect we will need you for very long.

I have a couple of questions and Ms.

1	11-28-2017
2	Lee may have a couple of questions, so
3	I'm going to turn it over first to Ms.
4	Lee and then of course on behalf of
5	Dakota Securities, Ms. Alexander may
6	have some questions.
7	MR. CAREY: Okay.
8	THE HEARING OFFICER: Ms. Lee,
9	do you want to go ahead and start?
10	EXAMINATION BY
11	MS. LEE:
12	Q. Mr. Carey, can you please state
13	your name for the record?
14	A. David Carey.
15	Q. Where are you employed?
16	A. I am employed as an associate
17	director of case administration at FINRA
18	dispute resolution in New York.
19	Q. What are the duties of an
20	associate director of case administrator
21	at FINRA?
22	A. I oversee FINRA's Rule 9554
23	expedited suspension proceeding for firms

or individuals who fail to pay arbitration

awards after 30 days.

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- Q. Okay. How long have you been in the position of an associate director?
  - A. 10 years.
  - Q. Okay. What role does dispute resolution play in evaluating a request by a firm to waive an arbitration fee?
  - A. The administration department of FINRA dispute resolution will consider hardship requests submitted by firms or individuals. We will review the merits of the requests.
- Q. What role do you specifically play in evaluating those requests?
- A. Together with my supervisor,

  Todd Salzman, I will review the merits of
  the requests including the exhibits and
  the arguments appended to any request.
- Q. What does dispute resolution consider when evaluating a waiver request made by an active FINRA member firm?
- A. As a general matter, we will not grant hardship waiver requests filed by FINRA active member firms. The theory being that active member firms should have

1	11-28-2017
2	sufficient capital to bear FINRA fees.
3	Q. Did you evaluate Dakota's
4	request for a fee waiver?
5	A. Yes, together with Todd Salzman.
6	Q. Okay. And when was the first
7	time that you became aware of a waiver
8	request made by Dakota?
9	A. May of 2017.
10	Q. Directing your attention to
11	Exhibit 10?
12	A. I have it.
13	Q. Is that the request waiver that
14	you had reviewed?
15	A. Yes.
16	Q. And what did you receive as part
17	of this letter from Dakota?
18	THE HEARING OFFICER: I think we
19	have the documents here, Ms. Lee. We
20	don't need him to go through each
21	report. You can ask him questions
22	only he can answer, but we don't need
23	him to take us through the documents.
24	MS. LEE: Okay.

So, Mr. Carey, what was dispute

MS. LEE: Okay.

Q.

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resolution's determination regarding this waiver request on May 18, 2017?

- A. The document supporting the request applied to Mr. Zippers's personal condition and not to the financial condition of the respondent Dakota. As such it was denied.
- Q. And did you ask for any additional information from the firm?
- A. Yes, I let the FINRA finance department who we work collaboratively on these requests with advise Dakota that we would review the documents if the firm itself submitted financial statements supporting its request.
- Q. What did you receive, if anything, from the firm?
- A. We received a second request
  from the firm for financial hardship by
  Dakota.
- Q. Directing your attention to Exhibit 12.
  - A. Almost there. I have it.
  - Q. So was the document received at

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2 that time?

- A. Yes, it was and it attaches an annual audit for the year ending 2016 that was filed with the Securities and Exchange Commission.
- Q. What does the audit show about the net equity, about the net for 2016?
- A. The audit indicates the net equity of the firm is \$47,718.
- Q. What was dispute resolution's determination of the firm's request?
- A. It was denied because the net equity and income featured in the audited report filed with the commission was adequate to cover the fees.
- Q. And did dispute resolution offer any payment plans or anything else to the firm?
- A. As an accommodation we offered a 12-month payment plan to Dakota.
- Q. Okay. And if the firm had come to dispute resolution showing that it had only about \$7,000 in excess net capital would dispute resolution grant such a

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waiver request?

A.

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No, because we don't grant waiver requests to active FINRA firms.

5

Q. Okav. Can you just explain to us a little bit about why dispute

6 7

resolution would not grant the waiver

8

request to an active firm?

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firm particularly one dealing with retail

The thought being that a FINRA

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public accounts should have adequate

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resources in terms of annual income and

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stockholders equity to absorb any fees

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which are incidental to arbitration cases.

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THE HEARING OFFICER: Mr. Carey, 16 this is Carla Carloni. Would you tell

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them that? So in this case Mr. Zipper

has indicated that he spoke with an

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individual who told him where he could

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submit the materials to request a

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financial hardship waiver. So it is

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somewhat surprising to hear that as a

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matter of course no active members are ever granted that financial hardship

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waiver because it sounds also like

someone at FINRA possibly directed him where he could send this? So my question is does FINRA say that to members, no, you cannot get a financial waiver if you are an active member?

THE WITNESS: It's not published externally. The thought being that there might be extraordinary circumstances that require investigation.

THE HEARING OFFICER: So there can be situations where an active member is granted a hardship waiver?

MR. ZIPPER: I would say yes, but I haven't seen it.

THE HEARING OFFICER: My
question is, is it possible that
someone from finance said to an active
member firm who says I can't afford
those arbitration fees that they said
okay, you can submit a request for a
financial hardship? Is it possible
that someone would say that because

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it's not published anywhere, we don't say to the firm, but if you are active we are not going to give it to you?

THE WITNESS: It's not

published.

THE HEARING OFFICER: So it's possible as far as you know someone from finance could say, well, you could submit a request for a financial hardship waiver, here is the address that's possible?

THE WITNESS: Yes.

THE HEARING OFFICER: Go ahead,

Ms. Lee.

BY MS. LEE:

- Q. Mr. Carey, so would anybody from dispute resolution tell an active member firm that a hardship request would be just flat out denied?
- A. We would generally relay the information by way of FINRA finance as we did in this situation.
- Q. And would you characterize that it would be a higher standard to meet the

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request waivers that would be granted by dispute resolution?

A. Yes.

THE HEARING OFFICER: Well, Ms.

Lee, he just stated that his

department doesn't communicate with

the member. He would communicate with

finance who would communicate with the

member. So I think if you want to ask

what is communicated to the member

firm, we need to ask finance, not Mr.

Carey. Am I missing something here?

MS. LEE: No, but Archna Curry who was a member of dispute resolution was in contact with Dakota and Mr.

Zipper, so they did have some contact with --

THE HEARING OFFICER: Wait, I'm sorry. I thought Archna Curry, I thought she was part of finance. I thought Mr. Beru testified she was part of finance and perhaps I wrote that down incorrectly.

MS. LEE: So, Mr. Beru, he is an

1	11-28-2017
2	accountant in FINRA finance. But as
3	we discussed through the e-mail chain
4	that we had looked at
5	THE HEARING OFFICER: Ms. Curry
6	is in dispute resolution. I
7	apologize.
8	MS. LEE: Mr. Carey is in
9	dispute resolution. Mr. Beru is in
10	finance.
11	THE HEARING OFFICER: And Ms.
12	Curry?
13	MS. LEE: Curry is in dispute
14	resolution.
15	THE HEARING OFFICER: Okay.
16	Q. So, Mr. Carey, was Dakota's
17	request considered?
18	A. Yes, it was.
19	Q. Okay. Let's take a look at the
20	three invoices that were issued to the
21	firm. Can we just actually have a minute,
22	please?
23	THE HEARING OFFICER: Yes.
24	While you take that minute can someone
25	from your group listen so I can ask

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Mr. Carey a question?

MS. LEE: Sure.

THE HEARING OFFICER: So, Mr.

Carey, I'm going to ask you to look at the November 2017 invoice which is 
JX-23. And I would like you to 
explain -- I am sorry, maybe it's not 
JX-23.

THE WITNESS: Yes, that is an e-mail from Sora.

THE HEARING OFFICER: Give me one second. It's JX-13. So explain --

THE WITNESS: I have it.

THE HEARING OFFICER: There is a discovery motion fee \$200 which I assume relates to a subpoena which we have seen a subpoena to the clearing for securities and that is part of our record. Then there is a hearing session fee \$3,900. And it's called a hearing session fee, but when I look at the award, I see that appears to relate to some prehearing telephone

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conferences. So actually could you explain to me what that \$3,900 is?

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THE WITNESS: Yes.

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THE HEARING OFFICER: Go ahead.

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Securities settled and FINRA knew of

Because as I understand it, Dakota

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that at least by let's see, let me

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find my notes. So FINRA knew of the

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settlement at least by October 2016.

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So I'm just trying to understand that

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\$3,900 fee which appears to relate to

13

something that happened in May of 2017

14

after FINRA knew that Dakota was out

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of the case. Take me through that,

16

please.

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THE WITNESS: Sure. Under the code of arbitration procedure, a

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hearing session includes a prehearing.

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The Dakota firm participated in three

21 22 prehearings prior to it reaching a settlement with the claimant.

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prehearings were conducted two in

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February of 2016 and one in May of

2016 prior to the settlement with

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	Page 195
1	11-28-2017
2	Dakota and the claimants. The dispute
3	resolution invoice just states
4	reflecting the arbitrators assessment
5	of that fee on May 4th basically with
6	the award.
7	THE HEARING OFFICER: Is there
8	is a set amount for each of these
9	these are prehearing telephone
10	conferences; is that correct?
11	THE WITNESS: Yes.
12	THE HEARING OFFICER: And so
13	there are three of them, so that is
14	like 1,300 per telephone conference.
15	Is that a set amount? How does that
16	number
17	THE WITNESS: Sure, that is
18	keyed to the amount claimed in the
19	statement of claim determines the
20	amount of the hearing session fees.
21	And that is why you have that 1,300
22	times three.
2 3	THE HEADING OPPICED. Obey Go

Thank you, Mr. Carey.

ahead, Ms. Lee.

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#### 11-28-2017

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- Mr. Carey, just one more point Q. about the \$3,900 hearing session fee. What FINRA rule was that assessed under?
  - 12902.
- Is it unusual that the Okav. Q. arbitrators would wait until the end of the arbitration proceeding and the award is issued before assessing these types of fees to the Respondent?
- No, it's not because staff A. working together with the arbitrators will review the case record to see the activities that occurred in the case and ask the arbitrators how those fees that were not previously assessed should be assessed.
- Would that be contingent on how Q. the arbitration proceeding played out?
- A. No. The panel has discretion to assess those fees in its judgement and that is not necessarily connected with the disposition of the merits of the case.
- Q. So it's not unusual that even if one of the parties had settled out of it,

it wouldn't be unusual for an award and, therefore, additional invoices be issued later?

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- A. That's correct.
- Q. Going back to the waiver request that Dakota is alleging that it had made. So Dakota's testimony today is that the firm requested a waiver of the arbitration fee around the time that it received the first two invoices, so that would have been around the end of 2015, early 2016. And Dakota they have testified around that time it had about \$7,000 in excess net capital. So If they had submitted a request at that time, what would be the disposition of that request?

THE HEARING OFFICER: Ms. Lee, that is -- I'm not sure what the point of that question is or the relevance of that question. We're asking him in retrospect to tell us what maybe he would have done, and I think that is not really relevant here. What we are getting at here is the firm's ability

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And the firm takes the to pay. position and it is backed up with testimony from Mr. Zipper that he submitted earlier. You take the position that FINRA did not get the hardship request. I am not going to let Mr. Carey answer what he would have done had he seen it with this number. It is just not relevant. is all based on, you know, these are questions that are not based on what we actually have in the record before So I don't think it's appropriate for Mr. Carey to answer that question. That is a hypothetical question.

MS. LEE: Ms. Carloni, with some latitude the reason we are asking that specific question because it is the firm's contention today that even though they have a current ability to pay the arbitration fees today, back in 2015 or early 2016 that they couldn't pay it then, therefore, that is like the basis for their defense.

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We would like to ask somebody from dispute resolution as to if they had gotten such a waiver request from Mr. Zipper and/or Dakota how they would have determined what the outcome of such a request would have been.

THE HEARING OFFICER: Well, and my next point on that is didn't Mr. Carey already answer that question when I then followed up with the question of do you tell member firms that, hasn't he already answered that question?

MS. LEE: I just wanted to specifically talk about the timing because before the way that I asked it was like a hypothetical about excess net capital. But I just wanted to make sure that the timing of the request and timing of the access net capital as represented by the firm was in the record.

THE HEARING OFFICER: Well, I think it's all in the record including

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1	11-28-2017
2	I think Mr. Carey has already told us
3	what he would have done with that
4	request. So I think you can move on
5	from that.
6	MS. LEE: Okay, then we have no
7	further questions to ask of Mr. Carey.
8	THE HEARING OFFICER: I have no
9	questions for Mr. Carey.
10	Ms. Alexander, do you have any
11	questions for Mr. Carey?
12	MS. ALEXANDER: No, I do not.
13	THE HEARING OFFICER: Okay.
14	Then, Mr. Carey, you are free to get
15	off the line. Thank you very much.
16	And, Ms. Lee, I think do you
17	have anything else, do you plan to
18	call your last witness, the third
19	person?
20	MS. LEE: We are not calling our
21	last witness.
22	THE HEARING OFFICER: Okay. So
23	then you rest your case at this point.
24	THE WITNESS: Thank you. I'm
2 E	eigning off