

**COMMONWEALTH OF MASSACHUSETTS  
OFFICE OF THE SECRETARY OF THE COMMONWEALTH  
SECURITIES DIVISION  
ONE ASHBURTON PLACE, ROOM 1701  
BOSTON, MASSACHUSETTS 02108**

IN THE MATTER OF:

RAYMOND JAMES & ASSOCIATES,  
INC.,  
and RAYMOND JAMES FINANCIAL  
SERVICES, INC.,

Docket No. E-2023-0041

RESPONDENTS.

**CONSENT ORDER**

**I. PRELIMINARY STATEMENT**

This Consent Order (the “Order”) is entered into by the Securities Division of the Office of the Secretary of the Commonwealth of Massachusetts (the “Division”) with Raymond James & Associates, Inc. (“RJA”) and Raymond James Financial Services, Inc. (“RJFS”) (RJA and RJFS collectively “Respondents”) with respect to the above-captioned investigation by the Enforcement Section of the Division (the “Division”) into whether Respondents engaged in acts or practices that violated the Massachusetts Uniform Securities Act, Mass. Gen. Laws c. 110A (the “Act”), and the regulations promulgated thereunder at 950 Code Mass. Regs. 10.01-14.413 (the “Regulations”).

As the result of a coordinated investigation, with the Division serving as a lead state, the Division concluded that Respondents charged unreasonable commissions on approximately 270,000 low-principal equity transactions nationwide over the past 5-years totaling over \$8,250,000. On June 30, 2023, Respondents submitted an Offer of Settlement

(the “Offer”) to the Division. Respondents neither admit nor deny the facts set forth in Sections II through V and the violations of law set forth in Section VI below, and consent to the entry of this Order by the Division, consistent with the Offer, thereby settling the above-captioned matter with prejudice. This Order is necessary and appropriate in the public interest for the protection of investors and is consistent with the purposes fairly intended by the policies and provisions of the Act.

## **II. JURISDICTION**

1. The Division has jurisdiction over matters relating to securities pursuant to the Act, codified at Chapter 110A of the Massachusetts General Laws.
2. This Order is entered in accordance with the Act and with Section 10.10 of the Regulations.
3. The acts and practices that are the subject of the Division’s investigations occurred while Respondents were registered as broker-dealers in Massachusetts.

## **III. RELEVANT TIME PERIOD**

4. Except as otherwise expressly stated, the conduct described herein occurred during the approximate time period of July 1, 2018, to the present (the “Relevant Time Period”).

#### IV. RESPONDENTS

5. RJA is a broker-dealer registered in Massachusetts with a main address of 880 Carillon Parkway, St. Petersburg, Florida 33716. RJA is identified by Financial Industry Regulatory Authority (“FINRA”) CRD No. 705. RJA maintains 22 branch offices in Massachusetts.

6. RJFS is a broker-dealer registered in Massachusetts with a main address of 880 Carillon Parkway, St. Petersburg, Florida 33716. RJFS is identified by FINRA CRD No. 6694. RFJS maintains 78 branch offices in Massachusetts.

#### V. STATEMENT OF FACTS

##### A. Respondents’ Minimum Commission Practices for Equity Transactions Failed to Ensure Transactions Were Executed at a Fair and Reasonable Price

7. During the Relevant Time Period, Respondents charged unreasonable commissions to many retail brokerage customers on certain equity transactions.

8. For all equity transactions executed during the Relevant Time Period, Respondents generally charged retail brokerage customers according to a tiered commission schedule—calculated based on the principal amount of the trade.

9. The commission schedule ranged from 3% of principal plus \$5 for equity buy and sell transactions between \$0-\$4,999.99 to 0.8% of principal plus \$355 for equity trades \$50,000 and above.

10. Respondents charged a minimum commission of \$75 for certain equity buy and sell transactions (the “Minimum Equity Commission”), excluding, among other transactions, those involving equities underwritten by Respondents’ affiliated investment bank.

11. Respondents had an alternative small transaction commission schedule, available for equity sell transactions with a principal amount of \$300 or less.
12. This schedule allowed agents to charge between \$0 and \$35 per transaction versus the \$75 Minimum Equity Commission.
13. Despite the small stock transaction schedule, even for positions valued at \$300 or less, Respondents' order entry systems defaulted to the Minimum Equity Commission, where applicable.
14. The Act and Regulations prohibit Respondents from charging unreasonable commissions for services performed.
15. During the Relevant Time Period, Respondents executed over 270,000 transactions nationwide which included a commission in excess of 5% of the principal value, totaling over \$8,250,000 in excess commissions.
16. During the Relevant Time Period, RJA executed approximately 33,500 equity buy transactions and approximately 98,500 equity sell transactions nationwide which included commissions in excess of 5% of the principal value.
17. During the Relevant Time Period, RJFS executed approximately 41,500 equity buy transactions and approximately 95,500 equity sell transactions nationwide which included commissions in excess of 5% of the principal value.
18. In Massachusetts, Respondents executed over 5,700 transactions which included an unreasonable commission for services performed (i.e. in excess of 5% of the principal trade amount) totaling over \$185,000.
19. Numerous equity transactions executed by Respondents included a commission in excess of 90% of the principal value of the transaction.

**B. Respondents Did Not Reasonably Surveil Transactions Which Applied the Minimum Equity Commission**

20. Respondents did not reasonably surveil transactions which included a Minimum Equity Commission charge to ensure that Respondents charged its customers a reasonable commission and fee.

21. Respondents only systematically surveilled commissions in instances where the gross commission was greater than Minimum Equity Commission.

22. Firms, including Respondents, use exception reports to surveil commissions.

23. Respondents did not have in place exception reports sufficient to supervise low principal transactions where the Minimum Equity Commission or mark-up was in excess of 5%.

24. As a result, Respondents' surveillance policies excluded transactions which applied the Minimum Equity Commission from review and thus failed to detect and correct unreasonable commission charges.

**C. Respondents Previously Failed to Engage Systems to Reasonably Monitor Equity Commissions**

25. In 2011, Respondents submitted Letters of Acceptance, Waiver and Consent to FINRA pursuant to FINRA Rule 9216 of FINRA's Code of Procedure ("AWCs").

26. The AWCs provide that from January 1, 2006 through at least October 31, 2010, Respondents' application of automated commission schedules to certain low-priced securities transactions did not consider whether such commissions were fair and reasonable as contemplated under NASD Conduct Rule 2440 and IM-2440-1(b) (both superseded by FINRA Rule 2121) .

27. The AWCs required Respondents, collectively, to pay over \$1.7 million in restitution to customers for conduct similar to the Respondents' conduct detailed in Section V.

28. The AWCs imposed additional sanctions including fines totaling \$425,000.

29. Despite these sanctions, Respondents did not implement or maintain adequate compliance and supervisory systems to monitor Minimum Equity Commissions.

## **VI. VIOLATIONS OF LAW**

### **Count I - Mass. Gen. Laws c. 110A, § 204(a)(2)(J)**

30. Section 204 of the Act provides:

The secretary may by order deny, suspend, or revoke any registration if he finds (1) that the order is in the public interest and (2) that the applicant or registrant

...

(J) has failed reasonably to supervise agents, investment adviser representatives or other employees to assure compliance with this chapter[.]

*Id.* § 204(a)(2)(J).

31. Respondents' acts and practices, as described above, constitute a violation of Section 204(a)(2)(J) of the Act.

## **VII. ORDER**

### **IT IS HEREBY ORDERED:**

A. Respondents shall permanently cease and desist from conduct in violation of the Act and Regulations in the Commonwealth;

B. Respondents are censured by the Division;

C. Respondents shall provide restitution in an amount of no less than \$8,250,000 plus interest in the amount of 6% to customers, providing the portion of commissions and markups over 5% paid by all customers for whom the Minimum Equity

Commission applied from July 1, 2018 to July 17, 2023. Respondents shall provide restitution plus interest to affected Massachusetts customers in an amount of no less than \$185,000.

- i. Any notice of restitution made pursuant to Section VII, subsection C, shall be sent by Respondents to the last known address of record for such customers, a draft of which shall be provided to the Division within 30 days of entry of this Order, and a finalized version not unacceptable to the Division shall be mailed within 60 days after approval by the Division ("Notice Letter"). Within 45 days of the mailing of the Notice Letter, Respondents shall provide the Division with a list of all Massachusetts residents for whom Respondents receive a Notice Letter as returned to sender ("Undeliverable Massachusetts Residents"). To the extent the Division has access to different mailing address information for Undeliverable Massachusetts Residents; Respondents shall mail a second Notice Letter to Massachusetts residents within 30 days of the Division's providing such different address. Restitution shall be in the form of a bank check, or for existing customers shall be a dollar credit to the customer account, unless requested otherwise by the Massachusetts customer.
- ii. Within forty-five (45) days of the expiration of the Notice Letter, Respondents shall prepare, and submit to the Division, a report detailing the restitution paid pursuant to the Order, which shall include:
  - i. Identification of all accepted and verified offers;

- ii. Dates, amounts, and methods of the transfer of funds for all restitution payments;
  - iii. Identification and detailed descriptions of any objections received by Respondents.
- D. Respondents, jointly and severally, shall pay an administrative fine, further costs of investigation incurred by the lead states, and \$75,000 to the North American Securities Administrators Association (“NASAA”), totaling \$4,200,000. This amount, exclusive of any investigative costs paid to the lead states and the allocation to NASAA, shall be distributed individually to those jurisdictions who agree to the terms set forth herein. Respondents shall pay \$100,000 to the Commonwealth of Massachusetts within fifteen calendar days following the date of entry of this Order. Payment shall be: (1) made by United States postal money order, certified check, bank cashier’s check, bank money order, or wire; (2) made payable to the Commonwealth of Massachusetts; (3) either hand-delivered, mailed to One Ashburton Place, Room 1701, Boston, Massachusetts 02108; or wired per Division instructions; and (4) submitted under cover letter or other documentation that identifies payment by Respondents and the docket number of the proceeding;
- E. The Chief Compliance Officer (“CCO”) of each of the Respondents shall certify in writing to the Division within sixty (60) days of the date of entry of this Order that the Respondents’ policies and procedures have been changed and enhanced to ensure that all commissions are fair and reasonable. At a minimum, Respondents shall certify that its policies and procedures include the following:



- i. Compliance systems to prevent the imposition of unreasonable or unfair commissions;
  - ii. Operational changes designed to ensure that, regardless of the principal amount of a transaction, commissions will not exceed 5%, in the absence of a documented exception;
  - iii. Incorporation of all transactions, regardless of the principal amount of the transaction, into any systems used to identify and review potentially excessive commissions;
  - iv. Implementation of revised commission payout not unacceptable to the Division.
- F. One year after the termination of the process set forth above in Section VII, paragraph (E), Respondents shall undergo, at their own expense, a review by an internal unit not unacceptable to the Division to confirm the implementation of the changes set forth above and to assess the efficacy of such changes to Respondents' practices, policies, and procedures. At the conclusion of this review, which in no case shall take more than sixty (60) days, Respondents shall issue a report of its findings and recommendations concerning Respondents' adherence to and the efficacy of changes. The report shall be promptly delivered to the Division within ten (10) days of its completion. No later than thirty (30) days after receipt of the report, Respondents shall provide a detailed, written response to any and all findings and recommendations in the report to the Division, including, but not limited to, the reason(s) for any deficiencies identified, and a process and procedure to address deficiencies, recommendations, or other issues identified in the Report.

- i. Respondents shall retain copies of any and all report(s) as set forth in paragraphs (A) through (F) above in an easily accessible place for a period of five (5) years from the date of the reports.
- G. Respondents shall not claim, assert, or apply for a tax deduction or tax credit with regard to any state, federal or local tax for any amounts that Respondents shall pay pursuant to this Order;
- H. Respondents shall not seek or accept, directly or indirectly, reimbursement or indemnification, including, but not limited to, any payments made pursuant to any insurance policy, with regard to any amount that Respondents shall pay pursuant to this Order;
- I. If either Respondent is the subject of a voluntary or involuntary bankruptcy petition under Title 11 of the United States Code within three hundred sixty-five (365) days of the entry of this Order, Respondent shall provide written notice to the Division within five (5) days of the date of the petition.
- J. Any fine, penalty, and/or money that Respondents shall pay in accordance with this Order is intended by Respondents and the Division to be a contemporaneous exchange for new value given to Respondents pursuant to 11 U.S.C. § 547(c)(1)(A) and is, in fact, a substantially contemporaneous exchange pursuant to 11 U.S.C. § 547(c)(1)(B).
- K. If Respondents fail to comply with any of the terms set forth in this Order, the Division may institute an action to have this Order declared null and void. Additionally, after a fair hearing and the issuance of an order finding that Respondents have not complied with the Order, the Division may move to have the

Order declared null and void, in whole or in part, and re-institute the associated proceeding that had been brought against Respondents; and

- L. For good cause shown, the Division may extend any of the procedural dates set forth above. Respondents shall make any requests for extensions of the procedural dates set forth above in writing to the Division.

### **VIII. NO DISQUALIFICATION**

This Order waives any disqualification in the Massachusetts laws, or rules or regulations thereunder, including any disqualification from relying upon the registration exemptions or safe harbor provisions to which Respondents may be subject. This Order is not intended to be a final order based upon violations of the Act that prohibit fraudulent, manipulative, or deceptive conduct. This Order is not intended to form the basis of any disqualifications under Section 3(a)(39) of the Securities Exchange Act of 1934; or Rules 504(b)(3) and 506(d)(1) of Regulation D, Rule 262(a) of Regulation A and Rule 503(a) of Regulation CF under the Securities Act of 1933. This Order is not intended to form the basis of disqualification under the FINRA rules prohibiting continuance in membership absent the filing of a MC-400A application or disqualification under SRO rules prohibiting continuance in membership. This Order is not intended to form a basis of a disqualification under 204(a)(2) of the Uniform Securities Act of 1956 or Section 412(d) of the Uniform Securities Act of 2002. Except in an action by the Division to enforce the obligations of this Order, any acts performed or documents executed in furtherance of this Order: (a) may not be deemed or used as an admission of, or evidence of, the validity of any alleged wrongdoing, liability, or lack of any wrongdoing or liability; or (b) may not be deemed or used as an admission of; or evidence of, any such alleged fault or omission of Respondents

in any civil, criminal, arbitration, or administrative proceeding in any court, administrative agency, or tribunal.

**WILLIAM FRANCIS GALVIN  
SECRETARY OF THE COMMONWEALTH**

A handwritten signature in black ink that reads "Diane Young-Spitzer". The signature is written in a cursive, flowing style.

Diane Young-Spitzer, Esq.  
Director & General Counsel  
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Dated: July 10, 2023