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6	STEVEN GREGORY LONG, )							
7	Appellant. )							
8	VERBATIM REPORT OF PROCEEDINGS							
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10	THE HONORABLE CATHERINE SHAFFER, JUDGE, PRESIDING							
11	MARCH 2, 2018							
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13	<u>APPEARANCES</u> :							
14	4 For Respondent: MICHAEL RYAN							
15	Seattle City Attorney's O 701 Fifth Avenue, Suite 2	Seattle City Attorney's Office 701 Fifth Avenue, Suite 2050						
16	Seattle, WA 98104-7095 (206) 684-8207							
17								
18	For Appellant: JAMES LOBSENZ							
19								
20	Seattle, WA 98104-7010 (206) 622-8020							
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22	Transcribed by: Rose Landberg Lickety Split Transcripts							
23	P.O. Box 21461 Seattle, Washington 98111							
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March 2, 2018, 09:25:00

COURT: -- and fascinating issue. Let's walk through what we have here.

In March 2014, Mr. Long was evicted from his apartment, apparently because he was unable to keep up with his rental payments. And I have to say, he's a poster child as far as I'm concerned for a lot of other people who are in this situation. We are increasingly seeing a crisis with people who are unable to afford not just low income but middle income housing and a shrinkage of the supply of middle income and low income housing. So people like Mr. Long who are now finding that they cannot make rental payments and they cannot find alternate housing are unfortunately a growing group in our city and in our county generally. And we're part of I think a national trend on this, but it's pressing us in particular here.

So Mr. Long, like so many people, was evicted due to his inability to make rental payments. And according to really the entire record without any dispute, he's been homeless since then. He says, and there is nothing in the record to dispute it, that he's been living ever since then in his 2000 GMC CR 2500 truck. I can see from the photographs I have in the record that the truck has a big cab and a big bed, and Mr. Long says he stored

his personal items and work tools. Mr. Long has indicated throughout the record that he's a general laborer and he's got some ability and skills in the field of construction, painting, plumbing, mechanics, and other labor. He has lots of tools, including a power washer, ratchet sets, wrenches, drills, saws, painting tools, solders, and specialty car care tools. And I will say that tools like those are extraordinarily valuable; they are the absolute essence of livelihood for really any workman. Personal items that he says he's stored in his truck included his clothing, kitchen supplies, to the extent he could do any food preparation, bathroom items, and bedroom items like a sleeping bag, blankets, and a mattress.

The problems here began around the middle of the summer of 2016 when Mr. Long noticed that his truck was having issues operating, and he became concerned about driving it further. Initially, he took it to the Goodwill on Dearborn Street and parked there for a few weeks, and there are no known complaints about this from Goodwill. Mr. Long says he had permission to be there. But then Mr. Long moved his vehicle, I'm assuming because he ran out of time for Goodwill to not have a problem with him being there, and he moved over to 900 Poplar Place in Seattle, or Popular Place, I'm not sure

which, and this location is near Peter's Place, which is a homeless shelter.

Then there was an unrelated complaint about a homeless encampment in the area in October of 2016. So this was a few months after Mr. Long first parked in this location. The officers who were checking out the homeless encampment ended up talking to a business owner in the area, who claimed somebody associated with the truck threatened his employees with a knife. This allegation has floated through this case, and so I'm going to talk about what I see of it here so that hopefully we can clear the air with regard to Mr. Long.

The business owner indicated that somebody associated with the truck had threatened his employees with a knife, and he pointed over to the truck where Mr. Long was with a knife in his pocket. But Mr. Long's version of events, which really hasn't been contradicted by anybody, is that what had happened is that he had a friend or an acquaintance who was socializing with him at the truck, that there was hostile treatment, including spitting on the truck from somebody in the area, that Mr. Long's friend or associate became upset with that and displayed in some way a knife, and then that the altercation ended. And it sounds like it actually ended fairly peacefully. Whatever went on,

COURT'S RULING, 3/2/18

there is nothing at all to indicate that Mr. Long did anything wrong with any of his property, including a knife. And none of the officers thought that he did either. The officers reprimanded the business owner for being late to complain about this. And then when they went over and talked to Mr. Long, they didn't do anything about, for example, removing his knife or punishing him or writing a police report or really doing anything to indicate they believed criminal activity of any sort involving Mr. Long had occurred, by which I mean there's nothing to indicate that Mr. Long did anything wrong or criminal other than parking where he didn't have City permission to park.

So what the officers did was resolve this by telling Mr. Long "You can't stay on City property for more than 72 hours," and then they called the parking enforcement officer, whose disdainful attitude I think bothered Mr. Long, who put a notice on Mr. Long's truck, which Mr. Long then tore off. Nor did Mr. Long comply. He did not remove the vehicle within 72 hours, or at all.

All right. I'm going to pause here around this interaction between the officers and Mr. Long, which I spent quite a bit of time closely reviewing. I went back and looked at the original record to see if there's

any more of the depositions than I'd been given as attachments to the brief. And unfortunately, there isn't, although I can see there are pages in the depositions that I wasn't given. But from what I have here, it doesn't appear that Mr. Long clearly indicated to the officers that this was his home. And I can't tell whether it was apparent to anybody that it was his home because the photographs I have is a vehicle that has the windshield covered with a sunscreen and a tarp of some sort over one side of the truck. I cannot see that there's anything obvious about this truck that would have demonstrated to somebody this was being lived in as someone's home. Mr. Long indicates, understandably, that he didn't really want to say that he was using his truck as his home.

The officers made a remark to each other about the truck being similar to a house with a patio because there was a tarp extended and Mr. Long apparently was taking advantage of the shade under the tarp. But that doesn't indicate that the officers knew this was a home. All it indicates is that they made a comment about the arrangements there.

I have complete ambiguity, frankly, about the state of knowledge that anybody had that Mr. Long was using his truck as a home. He says he was, and I believe him,

but I can't see anything that would have put the police or did put the police on notice of that fact, or the parking officer, who denies any memory of any of this, except putting the sticker on, of this fact.

I zero in on this because Mr. Long did very clearly state later that this was his home. And I'm going to get to that in a moment. But I think it's significant when I look at the City's interactions with Mr. Long that this record really does not provide a basis to believe that the City was notified through its officers or its parking enforcement officer, or otherwise, that Mr. Long was occupying the truck as his home. And I don't think there was anything about the truck that makes that clear from what I see in this record. I did look hard at this issue, but that's what I see.

All right. So after this notice was applied to the truck, the parking officer, despite her disdainful or his disdainful attitude, actually sat on this and didn't move on the notification even though the 72 hours had gone by, and actually provided another four days or so. When asked about this in deposition, the parking officer indicated, despite having an earlier alleged disdainful attitude, that it was an effort to give Mr. Long a chance to get the part that he thought he needed for his truck in place and get it moved. Nonetheless, it was

COURT'S RULING, 3/2/18

still there a week later, on October 12, 2016.

Mr. Long was not there when the parking enforcement officer returned and contacted Lincoln Towing, which is apparently Seattle's usual towing outfit. And that's significant to me because Mr. Long therefore was unable and not present to say, "That's my truck. I'm living in it" or something like that to anybody who was towing the truck. Nor is it clear from the photos I have of the truck that the City, at that point, at the time of the towing company being called, would be on notice that the truck was in fact not abandoned. It does happen that people abandon vehicles in the city, and one reason to abandon a vehicle might be because you have a parking enforcement sticker on it and it's about to be towed away.

So with that state of lack of information, the towing company, at the parking enforcement officer's request, impounded the truck and towed it away. Mr. Long didn't get back to the truck until midnight or so, and that's when he found out everything was gone except for some property that was strewn in the area, including some tarps and bicycles.

Mr. Long called 911 to find out what happened, and he discovered his truck was towed by Lincoln Towing.

Again, on this record, it's silent as to whether or not

Mr. Long said, "That's the home I was using as my shelter" or anything like that. Nor did Mr. Long go to a shelter, even though there was one in the area at that moment. Instead, he tried to use one of the remaining tarps to build a new shelter on the location. He stuck around for several hours, apparently until 3 in the morning, before he finally went to St. Peter's Place, which indicates to me he knew the shelter was there because that's where he went to use it.

About six days after that, Mr. Long went to Lincoln Towing to get some of his belongings, and he got a notice of redemption and an impound hearing form, which he followed up on, and he came before a magistrate on November 2nd, 2016. A very important date from my point of view because on the record before the magistrate, Mr. Long explicitly said right up front, "That's my home." So the City then was on notice at that point, at the impoundment hearing, that in fact it had Mr. Long's home in its custody.

The hearing went forward. The magistrate found that Mr. Long was in violation of the 72-hour ordinance. He waived the cost of the fine associated with the ticket, but he did impose part of the towing fee which, to this court's middle class way of thinking, is quite a high towing fee. I don't know why it's so high, but

it's a lot, even from my point of view.

Mr. Long told the magistrate, and this is again explicit notice, "I don't have any money. Nothing."

And so the magistrate said, "Oh, gee, that's too bad," and set up a payment per month of \$557.12, which is, again, not a small amount of money. The magistrate then gave Mr. Long the impoundment vehicle release form which said that the vehicle was to be released on confirmation that Mr. Long sign a promissory note payable to Seattle Municipal Court in the amount of \$547.12 plus interest.

Legally speaking, I think what occurred at this point is that the attachment that the City on behalf of Lincoln Towing and its own costs have placed on the vehicle was lifted and replaced by this promissory note and payment agreement.

And that same day, Mr. Long retrieved his truck.

He doesn't know why this happened because -- he was
theorizing about what the missing part was that was
needed to make his truck run, but he thinks something
about the towing process or the City's handling of his
vehicle put the gears together. I don't really
understand this. Maybe Mr. Long does. And so he was
able to drive his vehicle out of the impound lot. I
can't infer from that that it was drivable before then.
I don't know. Frankly, the indications from this record

that it took six hours to tow it suggests it wasn't drivable, but whatever, okay, I just don't know.

Then Mr. Long filed a motion for a summary judgment before my new colleague, Karen Donohue, in municipal court, which was denied on May 10, 2017.

On June 28, the City made a cross-motion for summary judgment that was granted below, and the court entered judgment in favor of the City.

I have three claims before me on this fascinating appeal. The first that I'm going to address is the one that I'm going to reject, which is the substantive due process claim.

The substantive due process claim revolves around really the hardship that Mr. Long suffered in this case due to the impoundment of his vehicle. The argument is that the officers, especially I think the parking enforcement officer, violated his substantive due process rights by exposing him to a known and obvious danger with deliberate indifference to the danger they were creating.

The substantive component of the due process clause protects a person's liberty interest in his own bodily integrity. Violations of substantive due process "comprise those acts by the State that are prohibited regardless of the fairness of the procedure used to

implement them." That's from the Ninth Circuit decision in Wood v. Ostrander.

Generally, liability for a violation of the right to substantive due process only applies to direct harm caused by a government official's individual actions, and the inquiry to determine liability for a violation of this right is whether the official's conduct "can properly be characterized as arbitrary or conscience shocking in a constitutional sense." That's from a U.S. Supreme Court decision in Collins v. City of Parker Heights.

There are two exceptions. The special relationship exception, when there's a custodial situation such as somebody who's in foster care or involuntarily committed, which his not this situation. Mr. Long was not in anybody's custody.

And the other exception is the State created danger when an official affirmatively places the individual in harm's way with deliberate indifference to a known and obvious danger. How can I find that here? There's no clear evidence in this record that anybody knew that Mr. Long was using this truck as his home. And the claim fails right there. There's no reason for the City to think that a standard impound which they have delayed by an extra four days is going to cause somebody to lose

their ability to have a shelter, particularly when that person's truck is parked within walking distance of a shelter. I just don't see how anybody could have known that. On this record, I don't think it was clear, nor did Mr. Long make it clear that the truck was his home.

Secondly, nobody forced Mr. Long to try to struggle

Secondly, nobody forced Mr. Long to try to struggle with his tarps and set up a shelter. I'm not faulting him. He's a grownup. He can make his own decisions about whether he wants to be in a men's shelter or whether he want's to be where he is. But to the extent that that's what he did and he was chilled and cold, I am truly, truly sorry that happened, but I do not see how the City knowingly put him in that position. They weren't there when he came home. They didn't say, "Stay out here and be under this tarp" or "Try to struggle with your tarps." There's nothing here indicating anybody was deliberately indifferent to the situation he was in when he came home and found his truck was gone.

I mean, there are awful cases. I've looked at lots of them. I think the closest case I've seen is, would be <u>Ostrander</u>, where the officer stopped a car, arrested the driver, impounded the vehicle, and left the passenger in a high crime neighborhood where the passenger was raped. That's about as close as we get. And the other cases I've seen are even worse. But

that's not this case. This is not anybody who's an official deliberately exposing Mr. Long to anything. Really from their point of view, it probably looked most likely that this truck had been abandoned with lots of stray property dumped in it. Only Mr. Long knew the true value of what was taken away.

So I am truly sorry, Mr. Long. I apologize on behalf of the government that this happened to you, but I don't see a violation of your substantive due process rights because I don't see that any official acted here with deliberate indifference to the plight you were in.

All right. Let me turn to the claims I think do have merit here, and those are the Excessive Fines and the Homestead Act claims.

The first claim that I'm going to deal with, the Eighth Amendment Excessive Fines clause, is based on Mr. Long's argument that impounding his truck and imposing the fine for the underlying traffic infraction and the costs associated with removal, towing, and storage, which he only agreed to pay frankly to avoid having his car sold off, are disproportionate to the gravity of his offense and violate the Eighth Amendment.

The Eighth Amendment says, "Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted." The clause we're

dealing with here is the Excessive Fines clause.

The Eighth Amendment's text is not limited to criminal cases for the excellent fact, which Mr. Lobsenz has briefed and argued at length, that its provisions date back to Magna Carte and to expressly civil protections that have been honored in common law for over a thousand years. The history of the Eighth Amendment therefore of course does not require a criminal limitation.

The word "fine" was understood to mean "a payment to a sovereign as punishment for some offense." It has been held by the U.S. Supreme Court in the <u>Austin</u> decision that the purpose of the Eighth Amendment, putting aside the Bail Clause, was to limit the government's power to punish. The Excessive Fines clause in particular limits the power to extract payments whether in cash or in kind as punishment for some offense.

As I think the municipal court properly recognized below, the face of the City's ordinance demonstrates that one of the purposes of the ordinance is to punish, which is to say to impose a penalty upon a person who commits the infraction of parking for more than 72 hours in one spot. The Seattle Municipal Court proviso 11.72.440(b) states, "No person shall park a vehicle on

any street or other municipal property for a period of time longer than 72 hours unless an official posted sign provides a shorter period of time or unless otherwise provided by law."

The municipal court said below, and I heartily agree, that a plain reading of the language of SMC 11.72.440 supports Mr. Long's argument that impound is at least in part a penalty, and the court cited that penalty language in SMC 11.72.440(e) which says, "Vehicles in violation of this section are subject to impound as provided for in chapter 11.40 SMC in addition to any other penalty provided by law." So there's no question at all here that what happened to Mr. Long's vehicle was intended to and did operate as a penalty.

I'm going to zero in here on the impoundment and the fines or towing fee as slightly separate items here because that is significant to me.

The implementation of the towing fee was part of the impound process, and so I don't, to my way of thinking think it's insignificant to point out that it's one thing to impound a vehicle, which one does not know to be at the time to be a home, nor does one have reasonable notice that it is a home, and it's another thing to impose a really high towing fee. But the only way that the towing fee went into place here is as part

of the impound and as, in part, a penalty. I don't deny that it's partly remedial, to repay the City for the towing fee, which seems to be whatever Lincoln Towing feels like charging because I haven't seen it justified otherwise. But having said that, clearly, the way it's supposed to operate in requiring the owner of a vehicle to repay that amount before they can get their car out of impound and have whatever lien Lincoln Towing has placed on their vehicle removed is in part a penalty.

I'm going to segregate these things out because in this particular case, I am having trouble with the argument that it's an excessive fine to impound a vehicle, but I am not having trouble with the argument that the imposition of the towing fee was an excessive fine. So let me travel through the court's thinking here.

The courts have oft repeated that in looking to whether a fine is grossly disproportional to the gravity of the defendant's offense, that the courts look at three factors. First, the degree of the defendant's reprehensibility or culpability. Second, the relationship between the penalty and the harm to the victim caused by the defendant's actions. Third, the sanction imposed in other cases for comparable misconduct.

The only part of this test which is general and not individual is the third prong. The first two look specifically to the person that's before the court.

Turning to that briefly, let me point out that Mr. Long does not have much reprehensibility or culpability here frankly. Parking is not something the court can get deeply excited about.

I don't mean to trivialize the City's interest in keeping its streets clear and free for traffic to move, and I don't disagree that property owners can legitimately complain to the City and expect action when a car is parked at their curb for too long, which to me, 72 hours seems like a reasonable amount of time to ask the car not to stick around longer than. So I don't mean to trivialize what the City is saying here about how it has interests in enforcing its parking laws. It does of course. How does the City function without parking laws?

But, you know, it isn't terribly reprehensible or culpable to mispark or to park too long. It's just not. I mean, in the scheme of bad things people can do, this is real, real low. So the degree of culpability or reprehensibility here just strikes me as really minimal.

The second question is the relationship between the

penalty and the harm caused to the victim by the defendant's actions. And the problem here is there isn't any victim. I mean, to the extent that there was a complaint here from somebody in the area, it doesn't appear to be anybody connected to the exact location where Mr. Long was parked. And what they were complaining about didn't have to do with how long he'd been parked there anyway; it had to do with this incident involving frankly his friend and not him in the sense of him doing anything wrong.

To the extent I look at the City as a victim, I don't see how the City was victimized here. I could in a different parking situation easily see that, but this isn't that case because it doesn't look as though the area where Mr. Long was parked was in very hot demand for City vehicles or otherwise. So I don't see a lot of relationship between the penalty here, namely, the big towing fine or towing fee, and the harm to the City caused by the defendant's actions.

I guess the City could argue here, and I'm going to think about this argument for a moment, that there's a relationship between the amount the City had to pay to get the vehicle towed because the defendant didn't move it. But here, I really have trouble because I don't have anything in this record to really explain why the

towing fee is the amount it is, so. And I'm not really willing to sign off on the City's sense that whatever Lincoln Towing says it should pay, the registered owner should pay. I just don't like that kind of black box presentation. Sorry. The court wants more than that.

So all I can really say is I can't see that the City really took a lot of harm here and I don't see a real relationship between this penalty and the harm caused to the City, whatever that may have been.

And then the last question is the sanction imposed in other cases for comparable misconduct. And really, the only thing I'm being told is "We always impose the towing fee, whatever it is, on registered owners unless it's somehow the City's fault." That's just not a very persuasive argument for a fine that is overwhelming for someone like Mr. Long.

And I want to talk about that for a second too, because even though it's not part of the formal factors that are laid out for the court in the lower court decisions, I think that Justice O'Connor's dissent in <a href="Browning Ferris v. Kelco Disposal">Browning Ferris v. Kelco Disposal</a> is right on the money when she points out that the underlying source of the language in the Eighth Amendment that we are applying here comes from the concern that people not be fined to the point that it's unbearable. I mean, that's the

origin of this cause. Admittedly, the people who found it unbearable were pretty rich and powerful but nonetheless, the fines they were talking about were extreme. And that's always where this provision of the Eighth Amendment was in play was where, for a person's individual circumstances, the fine was extreme.

I don't mean to suggest to the City that they can never impound. I mean, that would be ridiculous. And I

certainly don't mean to suggest that the City can never impose any kind of fee or fine for the cost of an impoundment and a towing. But I don't think it's fair to say if the City does, gee, every registered owner has to pay so we never have to look at anybody's individual And, you know, in the background of this circumstances. case, I see the City doesn't believe that either. The City has offered over and over again to give back the money and to forget about the rest of Mr. Long's payment obligation, but has complained that Mr. Long was unwilling to accept it, which tells me the City knows this is was a ridiculous fine to impose on him and it offends us under the Eighth Amendment. It certainly offends this court, and I am not willing to overlook how huge this amount is for Mr. Long.

So my interpretation of the Eighth Amendment provision here is this towing fee is way, way out of

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line with the fact that Mr. Long parked in the wrong place and that the City ultimately felt that they needed to impound the vehicle to get it out of there.

And I will add to this, that I am not happy about the fact that all of Mr. Long's tools were in this truck because that is something on this record that goes right to his future livelihood. Nobody in his position can have a future livelihood if they don't have their tools. Just can't happen.

All right. That's why I'm upholding the Eighth Amendment claim, but I'm only upholding it as to the payment plan that Mr. Long was required to enter into, not as to the claim as to the impound. I don't think it's unreasonable for the City to impound, and I don't think there's any Eighth Amendment provision forbidding them to do it. What I am complaining about here under the Eighth Amendment is the willingness to apply a towing fee of this size to somebody of Mr. Long's circumstances without adjustment of a greater amount than I see here. I don't think \$50 is a reasonable payment plan for someone in Mr. Long's position either. His income per month is something like \$300 at best.

All right. So I'm upholding the Eighth Amendment claim and requiring the return of the amounts that Mr. Long has had to pay in the past and will pay, was

required to pay in the future. Those funds will be returned to him in their entirety.

With regard to the Homestead Act claim, this Act, as Mr. Ryan properly pointed out to me in argument, is of constitutional dimension in the sense that it is enacted by article 19, section I via RCW 6.13.070 to protect a person's home against either forced sale or attachment. When the legislature enacted RCW 6.13. to comply with our state constitutional provision which states that "the legislature shall protect by law from forced sale a certain portion of the homestead and other property of all heads of families," the legislature used the following language: "The homestead consists of real or personal property that the owner uses as a residence."

RCW 6.13.040 states, "Property described in 6.13.010 constitutes a homestead and is automatically protected by the exemption described in RCW 6.13.070 from and after the time the real or personal property is occupied as a principal residence by the owner."

RCW 6.13.070 states, "Except as provided in 6.13.080, the homestead is exempt from attachment and from execution or forced sale for the debts of the owner up to the amount specified in 6.13.030."

Homestead statutes are enacted as a matter of

public policy in the interests of humanity and thus are favored in the law and accorded a liberal construction.

There's no question at all under the express language of the Homestead Act that Mr. Long's truck met that definition because it was real or personal property in which he resided; specifically, personal property in which he resided at the time that the truck was impounded and the towing fee was imposed as a lien. And in fact, this is something the legislature recognized in 1993, noting that because some Washington citizens live on their boats or in their cars or vans, it was recommended expressly to incorporate any real property or personal property that a person used as a residence.

All right. Two legitimate legal issues are raised here by the City. The first is an argument that I think is absolutely right, that the Homestead Act is not violated by a threatened sale, only by an actual sale. And that's true. The Act talks about an actual sale, not about the threat of a sale, and I will not extend the Homestead Act beyond what is in the constitution or its statutory language.

The second argument made here which I find very unpersuasive is that Mr. Long doesn't get the benefit of the statute unless he first files a declaration. But I don't read the statute that way. I read the statute to

say that if a person who is not currently using their home, their residence or their personal property as a home intends to do so that, as to personal property, a declaration is required. That is not the situation we had at the time this happened to Mr. Long. It might be now. Apparently Mr. Long is not in the truck right now. And so if he decided to reoccupy the truck as his home, he probably would have to file a declaration for the City to have to honor that homestead exemption for anything that happened in the future. And I think that helps somewhat, but not completely, to take care of the City's notice worry.

I think it's legitimate for Mr. Ryan to point out to me "How is the City to know?" I've already made that point earlier in this ruling, that I don't think the City did know at the time of the impoundment that this was Mr. Long's home, nor did it know about it at the time the attachment was first put in place.

But I do think that that's sort of what we're stuck with because, you know, not every residence is an obvious residence either. Boats aren't, you know. But I don't think that we really have a good argument from the City if somebody has been living in their boat for I don't know how many years and the City nonetheless impounded the boat that the Homestead Exemption Act

didn't apply. I mean, we're just stuck with some things that we don't know about because they've already been protected before a notice requirement was put into the law. So I think that's sort of the best we can do, is that once you figure it out, then you have to implement the protections of the Act.

The problem here is Mr. Long told the magistrate,

The problem here is Mr. Long told the magistrate, he told the City when he told the magistrate that this truck was his home, and he did that before he was required to enter into a payment plan to get the attachment removed from his truck. And that's where the Homestead Act got offended because that lien was an attachment, and it was an attachment on property he had said was his home. And it was in fact his home because he was living in it at the time that the attachment was placed. So it was an improper attachment, and his property was exempt from it. And for that entirely separate and independent reason, I also vacate the payment plan that he was required to enter into because he was exempt from it under the Homestead Act.

That's the ruling of the court. I uphold two of the appellant's arguments in part and direct the return of fees previously paid or due to be paid under the payment plan. I otherwise affirm the City's ruling below. Give me an order, and then on your way to

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I hereby certify that this is a true and correct record of proceedings conducted on March 2, 2018 before the Honorable Judge Catherine Shaffer in the matter of the City of Seattle v. Stephen Long, King County Cause No. 17-2-16099-1 SEA. I further certify I am in no way related to or employed by any party or counsel and I have no interest in this matter.

Dated this 7th day of March, 2018.

## Rose Landberg

Rose Landberg

Court-Approved Transcriptionist

AAERT Certified, No. CET-D 664

Lickety Split Transcripts

P. O. Box 21461

Seattle, Washington 98111

(206) 932-5025

r.landberg@comcast.net