Case 8:19-cv-01210-CEH-SPF Document 84 Filed 12/04/20 Page 1 of 47 PageID 6885

	5120 07 01210 0211 011
1	UNITED STATES OF AMERICA
2	UNITED STATES DISTRICT COURT MIDDLE DISTRICT OF FLORIDA
3	
4	HONORABLE CHARLENE EDWARDS HONEYWELL
5	UNITED STATES DISTRICT JUDGE PRESIDING
6	JAMES FICKEN, trustee, SUNCOAST)
7	FIRST TRUST, and SUNCOAST FIRST TRUST,))
8	PLAINTIFFS,
9	VS:)8:19-CV-1210
10	CITY OF DUNEDIN, FLORIDA, and DUNEDIN) CODE ENFORCEMENT BOARD,)
11	DEFENDANTS.)
12	
13	MOTION HEARING (via ZOOM)
14	TRANSCRIPT OF PROCEEDINGS NOVEMBER 16, 2020
15	NOVELEDIK 10, 2020
16	
17	
18	
19	
20	
21	SHARON A. MILLER, CSR, RPR, CRR, FCRR IL CSR 084-2617
22	FEDERAL OFFICIAL COURT REPORTER 801 N. FLORIDA AVENUE, SUITE 13A
23	TAMPA, FLORIDA 33602
24	Proceedings recorded by mechanical stenography, transcript produced by computer-aided transcription
25	
	UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

Case 8:19-cv-01210-CEH-SPF Document 84 Filed 12/04/20 Page 2 of 47 PageID 6886 1 APPEARANCES OF COUNSEL: 2 ON BEHALF OF PLAINTIFFS: 3 MR. ARI SIMON BARGIL, ESQ. Institute For Justice 2 South Biscayne Boulevard, Suite 3180 4 Miami, FL 33131 (305) 721-1600 5 MR. ANDREW H. WARD, ESQ. 6 Institute For Justice 7 901 N. Glebe Road, Suite 900 Arlington, VA 22203 (703) 682-9320. 8 9 10 ON BEHALF OF DEFENDANTS: 11 MR. JAY DAIGNEAULT, ESQ. MR. RANDOL D. MORA, ESQ. 12 TRASK, METZ & DAIGNEAULT, LLP 1001 S. Fort Harrison Avenue, Suite 201 13 Clearwater, Florida 33756 (727) 733-0494 14 15 16 17 18 19 20 21 22 23 24 25

1 THE COURT: Good morning. Is there a problem, 2 Mr. Daigneault? 3 MR. DAIGNEAULT: There appears to be a problem 4 except I don't know what that problem is, Your Honor. 5 It's not showing stop video? THE COURT: 6 MR. DAIGNEAULT: It shows stop video and I'm 7 unable to stop and start it but apparently it's not --8 it's not transmitting to you folks. But by the way, I can 9 hear all of you I think. 10 THE COURT: There you are. 11 MR. DAIGNEAULT: I can't see anybody else but me. 12. THE COURT: I can see you now. 13 MR. DAIGNEAULT: Okay. I can't see you, Your 14 I can see that your iPad is there. I can see Honor. 15 Mr. Bargil's presence and Mr. Ward's law clerk and a court 16 reporter but I can't see anybody else physically. 17 THE COURT: Are you prepared to proceed or do you 18 want to figure out what are the technical issues and ask 19 to reschedule? 20 MR. DAIGNEAULT: No, Your Honor, I don't think we 21 need to reschedule. If you're not comfortable 22 proceeding -- frankly it's better to not see me. So we 23 seem to have a good audio connection for everybody so if 24 you're comfortable proceeding that way, I certainly am. 25 THE COURT: I'm comfortable with it. I handle

12.

22.

telephonic hearings too, although this one is one that I would not necessarily schedule telephonically just because of the length of it. As long as you're comfortable and you can proceed. I don't know what is the technical glitch here this morning, but we certainly can proceed.

So let me go on and first just introduce the case. We are here this morning in James Ficken, Trustee, et al., versus City of Dunedin, et al, case number 8:19-cv-1210.

Identify yourselves for the Court starting first with Counsel for the Plaintiffs.

MR. BARGIL: This is Ari Bargil, Institute for Justice on behalf of the Plaintiff. I'm joined by my colleague this morning Andrew Ward.

THE COURT: Counsel for the Defendant.

MR. DAIGNEAULT: Good morning, Your Honor. Jay Daigneault on behalf of all of the Defendants as well as my partner Randy Mora with the law firm of Trask here in Clearwater.

THE COURT: All right. And we are here on cross-motions for summary judgment which I scheduled once before, but we've now had an opportunity for the Plaintiffs to file their Amended Complaint which cleared or corrected the issues pointed out by the Court at our previous gathering and the parties requested to renew their already filed motions which included, of course,

12.

22.

exhibits in support or in opposition, so with that in mind, then we will proceed. And let's see here. It doesn't really matter to me. We can start first with Plaintiffs. They were both filed on April 10th, 2020, so we'll start with Plaintiffs' dispositive motion for summary judgment at Docket Entry 43. Actually Defendants was filed first. I see his is Docket 42. It doesn't really matter. They were filed both on the same day and then we will go to Defendants' dispositive motion for summary judgment, so, Mr. Bargil, you may proceed.

MR. BARGIL: Good morning, Your Honor. This case asks two very simple questions. The first is a \$30,000 fine and the threat of losing your house for the trivial code violation of having tall grass an excessive fine under the Eighth Amendment. And, second, can the Government impose this sanction without ever once providing you notice that you were being fined? Because the answer to both of these questions is no, summary judgment in favor of the Plaintiffs is appropriate.

Your Honor, the critical facts in the case are this: Jim Ficken was fined nearly \$30,000 at a rate of \$500 a day for tall grass. Code enforcement officers identified the violation and rather than advising Jim that his grass was too tall or telling him that he was being fined, they tracked the violation, photographed it,

12.

22.

recorded it and left. All tolled this went on for nearly two months.

Your Honor, the City's position is simply that Jim was not entitled to notice that he was being fined because he was ruled to have had tall grass once in 2015. That position is wrong. Jim was entitled to notice and in failing to provide it, the City violated its own ordinances and State law. This is a violation of Jim's right to due process and it lead to the imposition of constitution — unconstitutionally excessive fines.

THE REPORTER: Mr. Bargil, can you slow down a little?

MR. BARGIL: Yes, ma'am. Absolutely. I apologize.

Your Honor, I think some context on the dates might be helpful here, and there are two very important ones. The first is July 5th, 2018, and that was where the violation was first observed on Mr. Ficken's property and that's when the fines began.

The next important date is August 20th. That's the date of the very first interaction that Jim had with the code enforcement officer in this case. That's when Officer Colbert came by his property and told him you're going to get a big bill from the City. So Jim's notice came a month and a half after the violation was first

observed.

12.

Now, Jim then went and bought a new lawnmower and he cut his grass within a day, but by then the damage was done. Jim owed over \$20,000 at that point. All these dates, Your Honor, are included in a timeline which is Exhibit 8 to Jim's declaration in support of summary judgment and that includes a helpful info-graph that shows the height of the grass at its tallest point.

Your Honor, I think the timeline is critical to understanding the due process arguments. And first thing, I'd like to start with the applicable ordinance and statute because the City violated both here. The City's own ordinance says that a fine for a repeat violation may accrue, quote, "for each day the repeat violation continues past the date of notice to the violator of the repeat violation." In other words, it's a daily fine once you're made aware of the condition, and that's Dunedin Code of Ordinances 22-79(a).

Compliance with the ordinance didn't happen here. Instead, the City observed the violation on Jim's property for a total of nearly two months and they didn't tell him about the possibility of being fined until after he owed over \$20,000. Now, were that not enough, here's what the State statute says, quote, "if a repeat violation is found, the code inspector shall notify the violator."

That's Florida Statute 162.06, Subsection 3.

12.

Now, the City's argument is apparently that it doesn't need to follow its own ordinances and that it technically complied with State statute because the State statute doesn't say precisely when they need to notify the violator that they're being fined. Your Honor, that's just wrong as a matter of law. As for the statute, both State and Federal courts in Florida have said that any procedural gaps in Chapter 162 are to be filled in applying, quote, "the common sense principles of due process." That's the Ciolli v. Palm Bay Case. That's a 50 DCA case from 2011, and in the Eleventh Circuit it's Kupke v. Orange County. That's a 2008 case.

Your Honor, this is not an instance where the common sense principles of due process were applied, and the on-point Federal case law here also says that notice must precede fines. And I think a good place to start is the MAK Investment Group case that we cite on Page 14 to 16 of our brief because I think it provides really excellent guidance here, and that case very pointedly says as follows: When in the absence of notice, property owners are likely to lose a property right and a cause of action or otherwise the Mullane rule applies. And what that means in its reference to the Mullane rule is that parties are entitled to notice reasonable under the

12.

22.

circumstances when a property interest is at stake. In this case clearly Jim had a property interest at stake. He was going to be fined \$500 per day and, in fact, was being fined \$500 per day without his knowledge.

Now, what does notice reasonable under the circumstances look like? Well, we can look to the ordinance. The ordinance actually tells us what the City is supposed to do when it observes a repeat violation. It's supposed to tell the violator, hey, you have got this condition on your property and we're going to start fining you, and that's not what happened here. But his property was on the line the instant that the violation was first observed, and the City didn't say anything and instead they quietly observed the violation, they ticked off fines on a daily basis. Seemingly a dozen times they made these visits to his property and none of those times did they advise Jim that he was being investigated or that he was being fined \$500 per day.

Now, Your Honor, you could easily end the inquiry right here and find that because of the due process violation the fines against Jim are void and unenforceable. But even if we were to set aside the fact that the process violated State and local law and was unconstitutionally insufficient, the fines imposed are plainly unconstitutional because \$30,000 is grossly

disproportionate to the offense of tall grass.

12.

22.

And that brings us to our Eighth Amendment argument. Your Honor, the first and best place to look for consideration of what our excessive fines arguments require this Court to do is the U. S. Supreme Court's 1998 decision in Bajakajian where the Court's — where the Court then identified a series of factors that lower courts should consider in weighing whether or not there's been an Eighth Amendment violation and that essentially is the consideration of whether or not a fine is grossly disproportionate to the offense.

The first factor that Your Honor should consider is whether or not Jim falls within the class of persons whom \$500 fines are principally directed. Plainly, Your Honor, Jim is not the reason why \$500 daily fines exists. These weren't structural violations. Nobody's health was at risk and Jim had no notice of the condition. And as the ordinance points out, that's who these violations are for, people who are aware of the problem and they do nothing, and all of the cases that the City cites support that position because in nearly all of those scenarios you have people who are aware that they were facing fines and yet did nothing and then later on brought these cases into court. \$500 a day, your Honor, or \$500 fine, Your Honor, it should be noted is the fine for barreling through a

12.

school zone at 60 miles an hour. That's not Jim. Jim is somebody who let his grass get too tall.

THE COURT: How does the fact — Let me stop you there, Mr. Bargil. How does the fact that he was a repeat offender, though, play into the \$500 assessment? So this was not the first time that the City had cited or had contact with the Plaintiff in this case because of the overgrown grass on his property.

MR. BARGIL: That's right, Your Honor, it wasn't the first time. The class fit as a repeat violator matters certainly for purposes of the type of notice to which he was entitled under the city's ordinances, whether he was supposed to have a period of time to correct the violation, which he isn't and, you know, we admit that in our briefing, but what can't happen is what happened here where the City begins fines without providing notice.

Now, on the question of how that plays into the excessiveness of the fine, I think Bajakajian really supplies a pretty straightforward answer here. Footnote 12 of Bajakajian, they reject the very similar argument that was presented by the Government in that case where the Government said, Your Honor's — you know, this is a case involving somebody who was —

THE COURT: Slow down a little bit.

MR. BARGIL: I'm sorry. The Supreme Court in

12.

22.

Bajakajian footnote 12 considered this same argument and there they said we're not going to consider a separate criminal charge that arose out of the same course of conduct, and the explanation they gave there, and I'd like to quote it, is that the nature of the offense was not altered by the circumstances surrounding it because, quote, "a single willful failure to declare the currency constitutes the crime, the gravity of which is not exacerbated or mitigated by another alleged offense."

So I think that pretty squarely addresses the question here of whether this Court should be considering other violations. Certainly those violations weren't in front of the Code Enforcement Board when they determined what fine to levy. And as Bajakajian suggests, it's probably not appropriate for the Court to consider that here.

I think it's also worth mentioning, Your Honor, that while he had been cited in the past, he had never been fined before and this was the first instance of a tall grass violation since he was actually found to be in violation of a 2015 case, so this is an instance of somebody who had been compliant in the period of time since the last violation. And certainly, Your Honor, you know this plays into and links to the next consideration under the Bajakajian factor which is what are the other

12.

22.

penalties authorized? What else could the City have done here before moving to the maximum fine allowed by State law?

Nobody here is arguing that the City could not have fined Jim, but they could certainly have fined him far, far less. What they couldn't have done is fined him anymore. That would have been illegal, but both code enforcement officers told us that this was an unprecedented fine. This is a common violation and an unprecedented fine.

Officer Colbert in his deposition had no memory of a fine like this for tall grass. And Officer Kepto testified that he could only remember one scenario in which somebody received a \$500 fine for tall grass and that was a case involving a woman who wanted to turn her property into a wildlife refuge, and there was concern for neighbors that coyotes were eating neighborhood cats and dogs and that was the only other instance where there was a \$500 fine. Weighing this against the other possible fines that the City could have issued here I think says a lot about whether or not these fines are excessive.

The third factor, Your Honor, is the harm caused. Nobody is seriously arguing that tall grass is a threat to the health and safety of the good people of Dunedin, and any suggestion to the contrary is really just fanciful.

12.

And, finally, Your Honor, other cases have come up with other factors outside of the three outlined in Bajakajian, and they've all kind of held generally that there is no finite list of things that the Court ought to consider, and one of those things is the culpability of the parties. Jim was somebody who was out of town when his grass grew — his lawn man died — and when he came back he was facing massive fines. The City on the other hand was well aware of the condition and they came to the property over at least a dozen times to track the violation and to tabulate it while Jim was unaware that he was being fined by the City.

So considering these two things together, it certainly weighs in favor of fining the excessiveness or finding that the fines are excessive in light of who knew what and when, and this, of course, plays a fact to what the City was supposed to do under its own ordinances in order to prevent all of this from happening. Your Honor, as the record shows, Jim did take action when he was required to. The City could have fined him but just not in this way, and all of this could have been resolved with a Post-it note to be quite frank and we probably wouldn't be here. But instead this is how the City went about doing things, and as a result Jim owes nearly \$30,000 for tall grass.

Unless Your Honor has any questions, I'd like to reserve a little bit of time for rebuttal.

THE COURT: Not at this time. All right.

Response to the Plaintiffs' motion, Mr. Daigneault.

12.

MR. DAIGNEAULT: Thank you, Your Honor. I appreciate you taking time for us this morning. If this matter could have been resolved with a Post-it note, there wouldn't be 11 prior violations at this property. It's simply — I know that this case for Mr. Ficken's part has a lot of emotional appeal. It has appeal in the media which has been leveraged ad infinitum. It has, you know, this sort of visceral, oh, my gosh, the poor guy getting fined for tall grass, but that does not look at the facts of this case which we've explained explicitly in our briefing. Mr. Ficken simply is the precise person to whom the code enforcement statutes are directed because Mr. Ficken, for whatever reason, simply has not diligently and consistently maintained his property.

Now, we can laugh and say, well, folks, it's just tall grass, no one's ox is really gored here, but the fact of the matter is that these ordinances are legislatively imposed for a reason and to cast them aside with the ease with which Mr. Ficken has done is very troubling. Bear in mind, the Amended Complaint in this case says

Mr. Ficken — and Mr. Bargil has made the same argument

12.

22.

today, "I didn't know I was being fined." Mr. Bargil at several points today said Mr. Ficken was being fined as of July 5th, 2018 without his knowledge. That's factually unsupportable. It's false. Mr. Ficken was not and cannot by law be fined unless and until he goes to the Code Enforcement Board, which as Your Honor knows and Mr. Bargil knows is the form in which it is determined by a seven-member body in this instance whether the violation existed at all and whether considering the statutory factors at issue Mr. Ficken should be fined and in what amount and that's precisely what happened in this case.

So the idea and the explicit statement that Mr. Ficken was being fined before he went to a hearing is incorrect. The MAK Investment Group case out of the Tenth Circuit that's cited by Plaintiffs in their briefing and here this morning is distinguishable on its facts and it's distinguishable on its facts because in that case the statute at issue didn't require notice to property owners after the City Council, the governing body, determined that their property was blighted even though that base determination began a clock running of 30 days which those same owners had to challenge that determination, so a determination was made and they never had the opportunity to challenge it. That's not what happened here.

A determination here was made, not by the City

12.

22.

Council and not by the Code Enforcement Board, but by the Code Enforcement inspectors that a violation, a repeat violation had occurred.

Now, Mr. Ficken — and, Your Honor, this is another reason that the case has such emotional appeal. Mr. Ficken has raised at several points and leveraged the fact that his mom was ill and ultimately passed away and he came back and, you know, his poor lawn man passed away and that lawn man was either the guy who repaired the mower during his periods of absence or he was the guy who actually mowed the lawn during the time that Mr. Ficken was away.

What the facts show in the case, the facts, not the emotion, what the facts show is Mr. Ficken simply doesn't live here. I'm not disputing the fact that he's here from time to time, and maybe he lives here now, but during the course of these events, he simply wasn't here. It's important to remember that he admitted the violation. We don't have a case here where Mr. Ficken's going to say, wait a minute, this didn't really ever happen. He knew when he came back from South Carolina in the summer of '18 that his lawn was overgrown and then he began to feed the Code Enforcement Board varying stories as to why that was, so — and he had the chance, not just in 2018 when he was imposed this fine, but in 2015. And the record is

12.

interesting in 2015. Well, Mr. Kepto, I can't keep the lawn mowed because I can't find my lawnmower. My lawnmower is broken down. I had a guy who used to mow it but I can't find now. I'm not sure what's going on.

As we approach — as we approach the Thanksgiving holiday, I'm reminded of the story that we frequently hear about the Thanksgiving turkey having many excuses for why he or she shouldn't be slaughtered. I'm not suggesting that Mr. Ficken be slaughtered here, but the record demonstrates that there's a lot of points in time where Mr. Ficken doesn't take care of his property and, hey, that's his choice to do, and then he says, well, I can't, I can't take care of the property because my mom is sick and I'm in South Carolina. I can't go to the hearing. I can't have somebody else appear in my place. I can't hire a lawyer, and you should give me some more time. You should continue the hearing.

Mr. Ficken, whatever his reasons are, simply does not wish to participate in the statutorily mandated process for code violation. So this case is not like MAK in terms of its — in terms of the due process at issue because not only did Mr. Ficken have the opportunity, which he did not avail himself of, to take his complaints about the timing of the issuance of the notice of violation relative to the initial observance of the

12.

22.

violation by the code enforcement officer. He had the opportunity to take those to the Code Enforcement Board. He didn't take that. He had the opportunity to take that matter to appeal. He didn't do that. So in terms of the Federal due process claim, whether he did or he didn't is not material, because to make a Federal due process claim under the 14th Amendment, Mr. Ficken needs to show and cannot the element of constitutionally inadequate process.

The fact is that Chapter 162 provides for constitutionally adequate process, and the Courts that have reviewed that said that it's fine. Whether Mr. Ficken opted to avail himself of that process or not, the fact is that it's there, and Mr. Bargil can't tell you that it's not there. The statute says what it says, and the record says what it says if he didn't do that.

As to the State requirement, the State's requirement is a little different. It's an exhaustion of remedies, and Mr. Bargil has indicated in his briefing and is confused a little bit. I'm not arguing. I want to make clear for the record, I'm not arguing the Chapter 1983 — Section 1983, pardon me, has an exhaustion requirement. I'm aware that it doesn't, but the Federal claim doesn't fail on exhaustion. It fails on the required element of constitutionally inadequate process.

But the claim under the State constitution fails

12.

22.

because Mr. Ficken — and this is a factual circumstance that this very court has passed on in the past in the same city. You know, I guess that's a coincidence but that's the fact. The fact is that under the Florida Constitution Mr. Ficken needed to exhaust his remedies under the code enforcement statutes before he can bring his due process claim to this court. He didn't do that. There's no question, there's not a factual question that he didn't do that and frankly it's just the end of a very long list of things that Mr. Ficken didn't do relative to his maintenance of this property and others.

Look, we can wash it away and we can laugh at it and say, well, it's just some grass and we should just let it go and the City could have done that. What the record makes very clear is Mr. Ficken was using the city's code enforcement officers and its staff as his de facto property manager and that's just not appropriate. He lost the ability to do it when — in 2015 when he was found in violation.

I find it really interesting in the briefing where there's a complaint that Mr. Ficken wasn't — he wasn't fined before in 2015. That's been sort of turned around on the City and the Code Enforcement Board as sort of a weapon. It really should be a shield, not a sword, in this case, but because what it shows is the Code

12.

Enforcement Board is seeking compliance and what they have in this case is a property owner who just doesn't own one property. I know we have — the Court's been sold and so have the newspapers on this narrative that poor

Mr. Ficken, poor Mr. Ficken. Mr. Ficken is a real estate investors who owns multiple properties, all of which have had problems with compliance and maintenance and all of those things, one of which he hasn't even been to in a number of years, so the Code Enforcement Board in this case in 2015 says, look, you know, we have 10 violations where you've complied within the time set for compliance. We're not going to be doing that any more because in this particular one you didn't. They could have fined him in 2015, they could have, up to \$250.

He received explicit notice, explicit notice on June 20 of 2015, that's the date that he received the Code Enforcement Board's order from 2015 indicating to him explicitly informing him that future violations within the five years could result in a fine up to the statutory maximum of \$500.

So the due process arguments in this case, they simply fail. They fail on a Federal level. They fail on the State level and the case provided by Plaintiffs' Counsel does not change that analysis.

Turning to the matter of the excessiveness of the UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

fines.

1

2

3

4

5

6

7

8

9

10

11

12.

13

14

15

16

17

18

19

20

21

22

23

24

25

THE COURT: Well, before you go there, let me stop you. With regard to the due process violation and the argument made by Mr. Bargil that the Defendant -- I'm sorry, that the Plaintiff didn't have any notice of the fine, the \$500 fine, advise the Court of the notice that Mr. Ficken received with regard to the \$500 fine?

Mr. Bargil specifically referred to the Dunedin statute as well as Chapter 162 and its provisions that includes providing notice.

MR. DAIGNEAULT: Mr. Ficken was advised. was notice of repeat violation issued on August 22nd of 2018, and the notice provided as follows: It advised that -- and this is Exhibit 33 to Joan McHale's affidavit. She's the City Code Enforcement Board's clerk. She says you're going to have a hearing. There's been a repeat violation observed and it was sent with a notice of hearing of repeat violation. And it says, and I quote, "If you wish to present your side of the case, you must appear before the Code Enforcement Board on that date." And that date was September 4th, 2018. "Failure to appear may result in the Board proceeding in your absence," and ultimately he was absent and he did not appear. "Should you be found in violation of the above code, the Code Enforcement Board has the power by law to levy fines of up

2

3

4

5

6

7

8

9

10

11

12.

13

14

15

16

17

18

19

20

21

22.

23

24

25

to \$500 a day against you and your property. Should you desire, you have the right to obtain an attorney at your own expense to represent you before the Board. You will also have the opportunity to present witnesses as well as question the witnesses against you prior to the Board making a determination." And that is really where the rubber meets the road, Your Honor. That's what distinguishes this case from the MAK case and that's where this case needs to allay the standard. You have the opportunity to question the witness against you and present evidence prior to the Board making its determinations so they had been told this morning that he was being fined as of July 25th of 2018. The fact of the matter is he couldn't have been because those code enforcement inspectors lacked the authority to issue a That remains with the Code Enforcement Board based on the evidence received by it.

Now, it's very possible, and I think perhaps even likely, that the case would have turned out very differently had Mr. Ficken appeared at the Code Enforcement Board hearing or sent someone in his stead but those are, you know, wishing doesn't make it so. Those are not the facts of our case. But the fact is that Mr. Ficken was well-advised of what the — not just in 2015, but in 2018 in advance of the hearing what the

1 potential consequences were.

12.

22.

May I move on to the excessive fines analysis now, Your Honor?

THE COURT: Yes.

MR. DAIGNEAULT: Mr. Bargil and I don't necessarily disagree on the standard of proportionality of fines, and it's really — it is a proportionality analysis. The cases I think are not especially — I don't want to call them uninstructive. They're just fact specific. Bajakajian has some place here but it doesn't — it doesn't carry the day because of the facts of our case. And Your Honor has already hit on this.

What Mr. Ficken desperately wants to avoid in this case is the statute because the statute does say, which you've already touched on, there are three factors to be considered by the Code Enforcement Board in determining the amount of the fine. The first as we've discussed at length is the gravity of the violation. Here, the gravity of the violation is pretty clear from Mr. Bargil's argument, they think very little of the gravity of the violation. It may be low. So let's concede that it is just for the sake of argument even though it can be serious at times.

The actions taken to correct the violation. Well, in this case, you have a shifting story from Mr. Ficken.

12.

First of all, Mr. Ficken admits the violation; right? He wasn't even in town. He wasn't in town, and so, oh, my gosh, what do you do when you're not in town? I got to explain why this lawn is out of compliance again for the -- you know, times exceeding a dozen over a five-year period. How do I do that?

Well, he tries to mow it and says his lawnmower is now broken down, but, you know, he mowed part of it and his stories now are all over the place. First, Mr. Kellum was the guy who repaired his mower, so Ficken called Kellum to fix it but he couldn't fix it. Apparently he had passed away, but now he's the guy who used to mow his lawn. I can only speculate that that shifting story was intended to convey to the Code Enforcement Board that he actually had someone taking care of the lawn while he was away in South Carolina. Of course I'm speculating, but what I think to me what it says is if I tell the Code Enforcement Board that this guy was only going to repair my mower if it broke, it suggests again strongly that I wasn't trying to correct the violation. I wasn't having anybody taking care of my property.

So the second factor under the statute is the actions taken to correct the violation, and here there were virtually none. He let the thing go. Again, all right, now, he did go out and by a new mower, right, and

12.

22.

so would have and could have been presented to the Code Enforcement Board.

And the third factor in that statutory proportionality analysis is the previous violations. And here there are previous violations, and not just — I want to point out, Your Honor, also that the Board is authorized not to just consider previous violations at the property, but what the statutory language is is that they can consider previous violations by the violator, and in this particular — in this very, very same hearing there was a violation committed by Mr. Ficken at his Highland property at issue. So those simply can't be extracted from the proportionality analysis.

As you know, courts and bodies like this are not always required to explicate on their reasoning, but those are the statutory factors at issue.

The other thing that I wish to note about the excessive force analysis is that the Eighth Amendment was intended as a prescription on courts, not on legislatures, and the legislative determinations are proportionality should and must receive significant deference from this court, and what the cases show is that when those types of fines are — they fall within those statutorily authorized boundaries, that they are — I won't say without exception because that's not accurate, but they are almost always

12.

found to be compliant with the Eighth Amendment. And I think I suggest to Your Honor that this case fits in those class of cases where it was proportional.

Mr. Ficken always had, he didn't take it, but he always had the opportunity to keep this property in compliance and he always had, again, though, he didn't take it, the ability to explain why he couldn't keep the property to the Code Enforcement Board which was the authority charged with issuing these fines, so with that, Your Honor, I haven't anything else to add but I'm happy to answer any questions that you may have.

THE COURT: Plaintiff appears to argue that the notice is some type of notice that should have been given to him on or about I guess July 5th, 2018 when the fine began to accrue, and I realize that was before there was any Code Enforcement Board hearing, et cetera, but I presume the argument, and I'll let Mr. Bargil clear this up, but the argument is that the code enforcement inspector should have perhaps left a note or something at the property, something that made Mr. Ficken aware that his property was accruing a fine or was subject to the accrual of a fine. Why don't you address that aspect of the argument?

MR. DAIGNEAULT: And, again, this is a point on which Mr. Bargil and I don't think disagree, though I'm

12.

sure he'll correct me if I'm wrong. The distinction between a first violation and a repeat violation within the statute is that in an initial violation, the code enforcement inspector is required to give the violator a time — a reasonable time to comply. And so if you say your grass is too long under our code, you have four days to mow it, if you don't mow it by day five, then you can go to the — and this is exactly what happened in the 2015 violation. Then you go to the Code Enforcement Board and they can fine you but they may not.

In a repeat violation, though, it's a little bit different. The statute, as Mr. Bargil said, does say that the code enforcement inspector shall notify the violator of a repeat violation. What the statute does not do, though, is prescribe a specific time frame or a specific time at which the violator is to be notified after the observation of the repeat violation, and so that's — I think that that's what Mr. Bargil is arguing here.

His argument, though, is incorrectly contingent on the idea that the due process violation is complete at that time, so even if you accept Mr. Bargil's argument that the time between the notice of violation issuing on August 22nd and July 5th is somehow — is unreasonable under Chapter 162, the due process violation can't be complete until he's deprived of an opportunity to

12.

meaningful notice of the proceeding and an opportunity to be heard, both of which he had and was provided but did not take, so I don't think the Court needs to spend a lot of time on the gap period because the gap period could have been, whether it was one hour, two weeks or four weeks or six weeks, it could have been — it could have been evaluated and adjudicated within the code enforcement proceeding but it was not.

THE COURT: Okay. Thank you. Mr. Bargil.

MR. BARGIL: Thank you, Your Honor. A couple points on rebuttal. I think to start, you know, Mr. Daigneault has tried to frame this case as a decision between emotional appeal, which is our position as he's framing it, or the facts and the law. And I don't think that that distinction is appropriate. Certainly I think it indicates their recognition that perhaps this looks bad, but let's drill down into the facts and law as they've described them.

First of all, Your Honor, they offered a distinction of the MAK case that I think is completely unavailing. He said in that case a determination was made that triggered a series of events that effected the property interest of the Plaintiffs in that case. That is exactly what happened here. Somebody came to Jim's property, they observed a violation and he immediately

12.

became liable for fines from that point going forward. A determination was made. Jim's property interests were on the line. Now, Your Honor --

THE COURT: Let me just stop you there, though, because is that correct? Someone came to the property, saw that the grass was overgrown, noted that he was a repeat offender, but the fine itself is not assessed until you go to the Code Enforcement Board hearing. Isn't it the Board that has the sole authority to actually determine the fine and assess the fine?

MR. BARGIL: Okay. So two responses to that, Your Honor. The first is once that happened, once that person, the code enforcement officer observed the violation, under the City's ordinances the code inspector was required to notify the violator of the repeat violation. That didn't happen here. Okay. But turning —

THE COURT: What ordinance are you referring to, because Mr. Daigneault doesn't seem to know about that ordinance. So what is that ordinance so the Court can look at it? What ordinance number — which number are you referring to?

MR. BARGIL: It's 22-79(a). I think it's telling, Your Honor, that when you asked about it, he shifted to a discussion of State statute.

THE COURT: What does 22-79(a) say? I know it's UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

in the record. Just tell me.

12.

MR. BARGIL: It says the following — It says that for a repeat — a fine for a repeat violation may accrue, quote, "for each day the repeat violation continues past the date of notice to the violator of the repeat violation."

Now, Mr. Daigneault explained to you that the first time when you asked when was notice provided, he said August 22nd. Your Honor, not only was that more than a month and a half after the violation was first observed, it was after Jim cut his grass and brought the property into compliance.

Now, there's this separate suggestion that I think bears discussion about, well, when as a matter of technical administration is the fine actually assessed? His position is, well, it doesn't happen until you go in front of the Code Enforcement Board. Your Honor, that is completely belied by the testimony in this case. This is the testimony of Officer Kepto, quote, "fines start accruing when we first observe that it's a repeat violation." This is City Attorney Trask who's the City's representative in this case, quote, "a repeat violator does not receive the same type of notice as a nonrepeat violator." When it gets to the Code Enforcement Board, they are actually considering the fine retroactively to

the date of the inspection.

12.

Again, City Attorney Trask here. "Fines begin to run on the day of the inspection." That's the way it's been done for 30 years. There are three separate instances in the record where the City Attorney, the City's own representative and the City's code enforcement officers actually explain an enforcement process that is completely contrary to what Mr. Daigneault just described here.

Now, their big issue in this case is that Jim has these excuses, that he's a bad guy. Nobody is saying they couldn't have fined Jim. What we're saying is when those fines are assessed, he's entitled to notice. If he doesn't take any action, the fines will go day by day.

THE COURT: Is assessment the same as an accrual?

You seem to be equating the two. I mean, an assessment -is assessment the same as an accrual?

MR. BARGIL: Is it the same as a what?

THE COURT: Accrual. In other words, when the fine accrues, is that an automatic assessment? I don't think it is. Isn't — doesn't the actual assessment — isn't the assessment imposed by the Board, the amount that the Board has to determine? It's accruing. In other words, they can apply it retroactively but they could also find that there was no fine. I mean that's the purpose of

12.

having the Board, this quasi-judicial entity, if you will, consider the case.

MR. BARGIL: I think for all intents and purposes, Your Honor, it is the same. But I would direct your attention to the actual MAK case where the Court said when in the absence of notice, property owners are likely to lose a property right in a cause of action or otherwise, the Mullane rule applies, so it almost doesn't matter whether you classify it as an accrual or an immediate tabulation that just gets calculated at the time of the code enforcement meeting. What matters is, look, you have rights on the line as of this moment. We need to apprise you of that. The City is under an obligation to apprise people of that, otherwise this is what's going to happen.

Your Honor, this is not a code enforcement system that reflects, although this is the city's argument, a desire to obtain compliance. If compliance is what is desired, then you'll comply with your own ordinances and provide people notice once you observe a repeat violation, and then in that scenario, the only people who will get really high fines are those who were made aware but then didn't take any action, and that's actually what happens in the cases that they cite in support of their fines. The Moustakis case, the Conley case, the Marfut case, those were all scenarios where the people who had been

12.

fined were aware of the fines against them. And so there's a lot of discussion also being made about, well, Jim just didn't avail himself of his rights.

Your Honor, I think we should talk about what Jim did do. He sent three letters to the Code Enforcement Board seeking a continuance, and they said no. He offered to appear by phone, and they said no. He asked for reconsideration of the fines twice and they denied it without allowing him to speak at the hearing because the City has a policy of non-negotiation with repeat violators.

So this discussion about what's available under 162 I think misses the fact that 162 presumes a certain amount of fair play on the part of the City and its compliance with its end of the bargain under 162. 162.06 requires that they provide notice. 162.07 says they shall hear the testimony of the alleged violator, which they didn't do, and, of course, 162.11, and this matters a lot, Your Honor, says that the —

THE COURT: Okay. Let me stop you, again, though. How can you hear the testimony of the alleged violator if he doesn't appear? I mean that's just like in court. I schedule a hearing time and somebody doesn't appear, oh, well. That doesn't mean I have to continue my hearing.

MR. BARGIL: Well, Your Honor, I agree with that

12.

but that -- there's a pretty big distinction between someone who just doesn't show up and someone who begs for a continuance because they know they're going to be out of town and are not expecting that the fines will exceed the cost of their flight change.

THE COURT: But doesn't that — isn't that left with the Board to decide? I mean in other words, because somebody asked me to continue their case doesn't mean I have to continue it. I deny continuances all the time. That means you either need to come or I'm proceeding without you. That's in the discretion of the person who's making the determination, the hearing officer, if you will. In this case it was a Board, the Code Enforcement Board, so I think if they provide you with a hearing and an opportunity to be heard and you don't appear for whatever reason, that's the risk you run for your non-appearance. I mean they don't have to accept your request to continue it or reschedule it. I don't know anywhere in the law that that's required.

MR. BARGIL: Well, 162 does say, you know, the basic requirements of due process apply here. And --

THE COURT: That's not a due process requirement. They have to provide the hearing. That's a due process requirement, but they don't have to make you come.

MR. BARGIL: That's right, Your Honor. There's UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

2

3

4

5

6

7

8

9

10

11

12.

13

14

15

16

17

18

19

20

21

22

23

24

25

sort of a conflation here between the requirements of Mathews which is what we're really talking about now and the requirements of Mullane where I think that distinction is important. Mullane requires a certain type of notice before the process that Mullane initiates begins, and that process that Mullane initiates is essentially the Mathews process. And we're talking about Mathews now where this is really much more of a Mullane issue.

Now, the testimony of the City attorney here is, in fact, that Jim, for whatever this is worth, did meet the criteria for getting a continuance. And assuming that the City's interested in maintaining compliance and allowing the people to make their record so that they can actually take up the appeal that they're saying Jim should have taken up would certainly weigh in favor of allowing him to appear at a later date or by phone which is what he also offered, and, of course, they didn't do that and now Jim according to 162 is limited to the record that was in front of the Code Enforcement Board. And I think cases like Lindbloom and Massey have a great deal to say about what happens when somebody isn't entitled to relief and then later on -- I'm sorry -- had a lot to say about what happens when somebody is accused of not meaningfully participating in the appellate process but where there were things that happened earlier in the 162 hearing

12.

process that completely impaired their ability to take up that appeal to begin with, and so --

THE COURT: Well, what impaired Mr. Ficken's ability to file a petition for writ of cert with regard to the Code Enforcement Board's actions? I was a State court judge and we used to get them all the time when there was someone that was aggrieved by the City of Tampa's Code Enforcement Board proceeding, and I used to hear their petitions before me. Basically it was brought before the State court judge on a petition for writ of cert.

MR. BARGIL: That is the process, Your Honor, and as you likely well know, once that petition for writ of cert got to you, the amount of information and the universe of evidence that you were allowed to consider would have been completely limited to whatever was created below. Here —

THE COURT: Well, it's based upon what the law says, though. That's what the law required. In other words, the law is what establishes — that established for me as a State court judge the parameters of my review.

MR. BARGIL: That's right, Your Honor.

THE COURT: The law requires it.

MR. BARGIL: That's right, it does, Your Honor, and I think Lindbloom and Massey have a lot to say about when that universe of information is so deeply infected by

12.

what happened below that there is nothing for a person in Mr. Ficken's position to actually argue in their case.

I do think that makes a big distinction. And it brings us back to the original violation, the Mullane violation where had Jim been made aware of these fines as they were accruing, all of this would have been completely different.

This is what Massey has to say about that under the question of whether or not an appeal is required under 162. It says, quote, "There remains a serious risk of erroneous deprivation because the amount of fines imposed and the propriety of the lien depended on factual findings that the Masseys were never given an opportunity to protest." This is — they have the same right as Mr. Ficken did, but nevertheless, the Court said they didn't have the opportunity to contest them and that's our contention here, but I think we —

THE COURT: Where is the Massey case from? I'm not familiar with that one.

MR. BARGIL: The Massey case is a First DCA case from 2003.

MR. DAIGNEAULT: That's a Second DCA case I think,
Ari.

MR. BARGIL: I'm sorry. I thought it was a First DCA case, but in any case, it's an intermediate Appellate

12.

Court case from 2003, but I think all of this discussion is forgetting the fact that these are exhaustion arguments, and exhaustion is not required for a 1983 claim as a matter of black letter law according to the U. S. Supreme Court. That's something that they decided in Knick very recently, reaffirming the Patsy decision from around 1983, so I think we are getting a little bit too far ahead of ourselves in talking about what he was supposed to do.

There was a due process violation that occurred early on that infected this entire process and an appeal through Chapter 162 wasn't going to correct that, and that's the main inquiry.

THE COURT: All right. Let me hear from you,
Mr. Daigneault, with regard to the Dunedin Code Section
22-79(a) which Mr. Bargil argues was the source for the
violation of the notice requirement.

MR. DAIGNEAULT: I appreciate that, Your Honor. I'm sorry. I'll let you finish your question. I apologize.

THE COURT: Because Mr. Bargil said that in your earlier argument you went right to the State statute, that you didn't really address the Dunedin provision with regard to notice which is also something that he's relying upon to argue that there was no notice.

12.

22.

MR. DAIGNEAULT: The ordinance that he's relying on hasn't to do with notice. It has to do with the accrual of the fine, and it's been applied as testified to by the City Attorney for many years to indicate that the fine would accrue from the date of violation indicated in the notice of violation.

Mr. Bargil receives that as the City violating its own ordinance. I don't believe that that's supportable by the language of the ordinance. I think it's — and even if it did, Mr. Bargil hasn't told you why it would violate due process and he hasn't given you a case to suggest that it does violate due process.

There's — there is a suggestion that the City violated the ordinance based on when — the beginning point of the accruing fine and Your Honor made a series of observations as to, you know, being subject to liability or being imposed liability, and so the accrual date I think is what he's trying to get at with the 22-79 argument but it doesn't change the result in this case.

And I'd like to also — again, I have not argued, and I've explicitly stated as clear as I can that I'm not here arguing that there's an exhaustion requirement under 1983. I'm aware that there's not. I think it is very clear law.

The exhaustion requirement applies to a Florida
UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

12.

22.

constitutional claim here for procedural due process violation. It's a different argument in the Federal claim. It has to do with the failure of a required element of the claim of the constitutionally inadequate process.

THE COURT: Okay. And, Mr. Daigneault, was there anything else that you wanted to argue with regard to your motion?

And sometimes it gets a little tricky but I want to make sure that I give everybody an opportunity to make all arguments when I have cross motions, so we were hearing the Plaintiffs' dispositive motion. Of course, the Defendant City of Dunedin and the Code Enforcement Board also have a dispositive motion for summary judgment.

Is there anything you'd like to offer with regard to your motion that hasn't been addressed?

MR. DAIGNEAULT: Nothing that's not been addressed other than to say I want to correct the record. No one on the City's side ever said that Jim was a bad guy or that we called — in the briefings it was alleged that we called him a lout. I didn't call him a lout. I deposed him for a good long day. He seems like a really, really nice guy.

The facts are that he didn't take care of his property on multiple occasions. The facts are that he was

12.

22.

given adequate and more than ample opportunity to come to a hearing. The facts are that he simply is not here. Whether he's a good guy or a bad guy, what he is most definitely not is a person that at least at the time relevant not present in the State of Florida. And asked for continuances, yes.

The Conley case addressed continuance as well because the legal secretary had requested continuances on behalf, and, you know, said that she was assured by the Code Enforcement Board clerk that the matter would be continued. It's no more availing here than it is there. It doesn't make any sense.

The fact of the matter is if the City Code
Enforcement Board had to wait until Mr. Ficken was
available for a hearing, the fine would have been
\$800,000. The fact of the matter is he's just not here.
He's just not here. Again, that's not a value judgment at
all. It's a matter of fact.

We have put into evidence how many days he was actually in Florida during these time frames. The fact is he lives in South Carolina. The fact is that he — his homesteaded real property is in Clearwater, Florida, not this home in Dunedin. It's been homesteaded for almost 30 years. And so the play to the emotions of the Court to say that poor Mr. Ficken is going to lose his home because

12.

22.

he was treated unfairly simply doesn't withstand the factual analysis or the legal analysis required in this case. I appreciate it, Your Honor.

THE COURT: Mr. Bargil, anything further, sir?

MR. BARGIL: Yes, Your Honor. Just one thing to add in light of the comment Mr. Daigneault offered. The question about whether there's law on the point of while violating our own ordinances is a signal of a due process violation, it absolutely is. Mullane requires notice that's reasonable under the circumstances.

There is case law from the Second Circuit, I'll give you the cite, the Brody case, 434 F.3d on Page 129, and there where the Court says, "Where there is an ordinance that describes what the City is supposed to do in terms of providing notification, that explains what notice reasonable under the circumstances is." So here, we have a Mullane issue. We're not talking about all the Mathews stuff about, you know, whether or not he could get a continuance or what the process was once the Code Enforcement Board talked about it.

Our arguments on due process are focused on what Jim was entitled to know when a city code enforcement officer came to his property and viewed that his grass was too tall. Now, there are two narratives here. One is that they were required to do nothing and they could just

12.

wait until he brought the property into compliance, whether he owed 30,000 or 800,000 as he just said. The other is that city ordinance actually speaks to this, that Federal law actually speaks to this, that Mullane says that you got to provide notice reasonable under the circumstances. The MAK case has interpreted that to mean that when your property is on the line, the City can't just sit on its hands and do nothing. Sure, they could have fined you. Nobody is suggesting that they couldn't have fined you, but the question is can they, consistent with due process and the Eighth Amendment, let a condition exist on a property for months on end and then stick somebody with a bill for \$30,000 and then still say, all of this is motivated by compliance.

Your Honor, what they did in this case doesn't reflect any devotion or motivation for compliance.

Whatever they want to say about Jim about where he lived or his previous code violations, there's no need to address that because due process applies all the same to residents and nonresidents alike and the Eight Amendment's protections apply evenly regardless of whether somebody is likeable or not likeable. And so, Your Honor, unless you have any further questions, we're content to rest on our brief.

THE COURT: Let me ask you because you suggest UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION

2

3

4

5

6

7

8

9

10

11

12.

13

14

15

16

17

18

19

20

21

22

23

24

25

that if the City let the grass grow and the fine I guess continue to run, but what about the property owner?

Doesn't the property owner have some responsibility with regard to the grass on his property? Who is it that really let the grass grow?

MR. BARGIL: That's absolutely right, Your Honor. That's why our entire contention in this case is not that you can't fine him. It's that you can fine him subject to the prerequisites of due process. And so if the City would have called him or posted a note or done anything that reflects notice reasonable under the circumstances, and this is how high the fines ended up getting, that's a completely different case. I mean I think -- I still think \$500 per day on this complaint is a pretty severe sanction for something that there seems to be general agreement isn't a huge deal, but all of this is going back to the point about, yes, you can fine, but you must provide appropriate notice. That certainly would reflect a commitment to obtain a compliance and it's how you quarantee that people don't have their rights violated The City didn't do that here. like this.

THE COURT: All right. Anything else, Counsel?

MR. BARGIL: No, Your Honor. Thank you.

MR. DAIGNEAULT: No, Your Honor, appreciate the time again.

THE COURT: Okay. Thank you, all. I am going to take this matter under advisement and, of course, issue a written opinion. I've got two bench trials coming up so it's going to be probably closer to the end of the year before I get an order out on it, but I want you to know that I am considered it. I have reviewed your initial submissions. I haven't completed the review of the case law yet and your exhibits, but once that's completed an order will enter on the cross motions for summary judgment. If there's nothing else, Counsel, that concludes this proceeding. We are adjourned, and you are free to leave the meeting. Thank you. (End of proceedings.)

Case 8:19-cv-01210-CEH-SPF Document 84 Filed 12/04/20 Page 47 of 47 PageID 6981

```
1
 2
     UNITED STATES DISTRICT COURT
 3
 4
     MIDDLE DISTRICT OF FLORIDA
 5
               I, SHARON A. MILLER, Official Court Reporter for
 6
 7
       the United States District Court, Middle District of
       Florida, do hereby certify that pursuant to Section 753,
 8
 9
       Title 28, United States Code that the foregoing is a true
       and correct transcript of the stenographic notes taken by
10
11
       computer-aided transcription taken in the above-entitled
12
       cause by the undersigned and that the transcript format is
13
       in conformance with the regulations of the Judicial
14
       conference of the United States.
15
     /S/Sharon A. Miller, CSR, RPR, CRR, FCRR
16
     Official Court Reporter
17
18
19
20
21
22
23
24
25
     UNITED STATES DISTRICT COURT ~ MDFL ~ TAMPA DIVISION
```