FILED
SUPREME COURT
STATE OF WASHINGTON
11/8/2022 3:25 PM
BY ERIN L. LENNON
CLERK

Case No. 101375-2

SUPREME COURT OF THE STATE OF WASHINGTON

ROBERT SNAZA, in his official capacity as Sheriff of Lewis County, Washington; JOSEPH HELM, in his official capacity as Sheriff of Columbia County, Washington; RAYMOND MAYCUMBER, in his official capacity of as Sheriff of Ferry County, Washington; DREW HYER, in his official capacity as Sheriff of Garfield County, Washington; TOM JONES, in his official capacity as Sheriff of Grant County, Washington; DAVID S. BROWN, in his official capacity as Sheriff of Skamania County, Washington; OZZIE KNEZOVICH, in his official capacity as Sheriff of Spokane County, Washington,

Respondents,

SEAN SWOPE, in his official capacity as District 1 Commissioner of Lewis County, Washington; LINDSEY POLLOCK, in her official capacity as District 2 Commissioner of Lewis County, Washington; GARY STAMPER, in his official capacity as District 3 Commissioner and Chair of the Board of County Commissioners for Lewis County, Washington; RYAN RUNDELL, in his official capacity as District 1 Commissioner and Chair of the Board of County Commissioners for Columbia County, Washington;

MARTY HALL, in his official capacity as District 2 Commissioner of Columbia County, Washington; CHARLES AMAAREIN, in his official capacity as 3 Commissioner of Columbia District County. Washington; DEREK GIANUKAKIS, in his official capacity as District 1 Commissioner of Ferry County, Washington; NATHAN DAVIS, in his official capacity as District 2 Commissioner and Chair of the Board of County Commissioners for Ferry County, Washington; MICHAEL HEATH, in his official capacity as District 3 Commissioner of Ferry County, Washington; JIM NELSON, in his official capacity of District Commissioner of Garfield County, Washington; LARRY LEDGERWOOD, in his official capacity as District 2 Commissioner of Garfield County, Washington; JUSTIN in his official capacity as District Commissioner and Chair of the Board of County Commissioners for Garfield County, Washington; DANNY STONE, in his official capacity as District 1 Commissioner of Grant County, Washington; ROB official capacity as District in his Commissioner of Grant County, Washington; CINDY CARTER, in her capacity as District 3 Commissioner and Chair of the Board of County Commissioners for Grant County, Washington; RICHARD MAHAR, in his official capacity as District 1 Commissioner of Skamania County, Washington; TOM LANNEN, in his official capacity as District 2 Commissioner and Chair of the Board of County Commissioners for Skamania County, Washington; BOB HAMLIN, in his official capacity as District Commissioner ofSkamania County. Washington; JOSH KERNS, in his official capacity as Commissioner of District 1 Spokane County, Washington; MARY KUNEY, in her official capacity as

District 2 Commissioner of Spokane County, Washington; AL FRENCH, in his official capacity as District 3 Commissioner of Spokane County, Washington

Plaintiffs,

v.

STATE OF WASHINGTON

Appellant.

ANSWER TO APPELLANT'S STATEMENT OF GROUNDS FOR DIRECT REVIEW

Mark McClain, WSBA #30909
F. Dayle Andersen, WSBA #22966
Kiefer Stenseng, WSBA #58423
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I. NATURE OF THE CASE AND DECISION

The Sheriffs and County Commissioners (Sheriffs and Commissioners) initiated legal action against the State asserting two provisions of the newly enacted Engrossed Substitute H.B. 1054 were unconstitutional. Laws of 2021, ch. 320, § 4; codified as RCW 10.116.030.

The Sheriffs of these seven non-charter counties challenged one provision of the law as unconstitutional. The provision at issue requires the Sheriff to obtain authorization from the "highest elected official" of the jurisdiction prior to deploying tear gas to quell a riot. RCW 10.116.030(3). The "highest elected official" in non-charter counties is the chair of the county legislative authority. RCW 10.116.030(4)(b).

The Sheriffs and Commissioners do not dispute that the legislature may place blanket limitations on the use of tear gas. However, they challenged that delegating the authority to utilize tear gas to the chair of the board of county commissioners, in the case of suppressing a riot, represents an unconstitutional delegation of the core functions of the sheriff. Am. Compl., ¶ 4.8, Appendix A.

Additionally, the Sheriffs and Commissioners also argued that RCW 10.116.030 impermissibly vests singular decision-making authority in the chair of the board, rather than in the Commissioners as a legislative body. Id., ¶ 4.7.

The parties filed cross motions for summary judgment. See Ord. Granting Plaintiffs' Motion for Summary Judgment, Appendix B. The trial court granted the Sheriffs' and Commissioners' motion regarding the delegation of the Sheriff's power to the highest elected official. Id. The trial court granted the State's motion regarding the power of the chair of the

board to act alone. *Id.* The trial court found that the legislature did not violate the constitution in designating one commissioner the ability to act alone. Transcript of Proc., Appendix C 43:7-43:14.

The State appealed the trial court's decision as it related to the core functions of the Sheriffs. The Commissioners have not cross-appealed. Therefore, the parties in this appellate action are the elected Sheriffs of the seven counties and the State.

II. RESTATEMENT OF ISSUES PRESENTED FOR REVIEW

Does article XI, section 5 of the Washington Constitution allow the Legislature to require the approval of the Chair of the Board of County Commissioners, in order for the Sheriff to deploy tear gas to quell a riot?

III. STATEMENT OF GROUNDS FOR DIRECT REVIEW

The Sheriffs agree review is appropriate under RAP 4.2(a)(2) because the trial court held part of RCW 10.116.030 unconstitutional as applied to non-charter counties. *See* Ord. Granting Plaintiffs' Motion for Summary Judgment, Appendix B.

Similarly, the Sheriffs agree review is appropriate under RAP 4.2(a)(4). However, Respondents disagree with the State's characterizations of why review is appropriate. This case represents "a fundamental and urgent issue of broad public import which requires prompt and ultimate determination," because it raises numerous constitutional questions, including those involving the separation of powers.

First, this issue falls within RAP 4.2(a)(2) because the trial court held RCW 10.116.030 invalid as applied

to sheriffs in non-charter counties. Transcript of Proc.,
Appendix C 16-17. This is an appropriate issue for direct
review by this Court.

Second, direct review is appropriate under RAP 4.2(a)(4) because of the broad constitutional implications of this matter. However, the Sheriffs disagree with the State's reasoning. The trial court properly decided this case on summary judgment when it ruled RCW 10.116.030 invalid. Transcript of Proc., Appendix C 42-43. This Court's final determination is essential to answering constitutional questions of broad public import.

Article 11, Section 5 of the State Constitution establishes several offices for non-charter counties. As

¹ This provision includes the offices of the board of county commissioners; sheriff; county clerks; treasurers; prosecuting attorneys; and other officers, as public convenience requires. Const. art. XI, § 5.

written, RCW 10.116.030 interferes with the separation of powers between those offices. Requiring the sheriff to receive the authorization of the chair of the board of county commissioners before acting to disperse a riot, unlawfully allocates the core functions and duties of the sheriff to the board of county commissioners.

Accordingly, this case requires this Court to resolve constitutional questions about the scope of the core functions and powers of constitutionally created offices. Additionally, this Court must resolve the scope of legislative authority to expand or contract those duties and powers. RCW 10.116.030 improperly vests peacekeeping authority in the board of county commissioners, beyond their core functions and duties, by transferring that power from the sheriff to the board. See RCW 36.28.010 ("The sheriff is the chief executive officer and conservator of peace in the county. . . [the

sheriff] shall keep and preserve the peace. . . and suppress all affrays, riots, unlawful assemblies and insurrections") (emphasis added). These core functions have remained unchanged since Washington was a territory. *Id.*; see Laws of 1854, pg. 434, § 4; Laws of 1863, pg. 557, § 4; Laws of 1881, § 2769; Laws of 1891, ch. 45, § 1.

RCW 10.116.030 exceeds the legislature's plenary authority and places the ultimate decision-making authority for means of riot control in the chair of the board of county commissioners, rather than the sheriff.

This Court recently discussed these limitations on plenary authority when it analyzed the duties of the prosecuting attorney in *State ex rel. Banks v. Drummond*, 187 Wn.2d 157, 385 P.3d 769 (2016). Like prosecuting attorneys, both the sheriff and board of county commissioners are constitutionally created

offices with duties not subject to legislative interference.

See State v. Rice, 174 Wn.2d 884, 905, 279 P.3d 849 (2012); State ex rel. Johnston v. Melton, 192 Wash. 379, 390, 73 P.2d 1334 (1937).

"In naming the county officers in § 5, Article XI of the constitution, the people intended that those officers should exercise the powers and perform the duties then recognized as appertaining to the respective offices which they were to hold." *Melton*, 192 Wash. at 388. "The legislature is free to establish statutory duties that do not interfere with core prosecutorial functions." *Rice*, 174 Wn.2d at 906.

Like the office of the prosecuting attorney, the legislature may establish additional duties for both the sheriff and board of county commissioners, provided they do not interfere with the core functions of either. However, resolving the extent of legislature's ability to

proscribe duties requires a determination of both the core functions of the sheriff *and* the board of county commissioners.

Affirming the trial court's decision protects the ability of voters to choose the elected official charged with ensuring peace and order in their county. As pointed out by the trial court, "the people have a right through Article XI, § 5 to decide who makes those decisions." Transcript of Proc., Appendix C 44:11-44:14. This ruling is consistent with rulings this Court has made in the past:

When the voters choose an elected official, they necessarily choose who will be responsible for the duties of that office. It would be fruitless to delegate the selection of county officers to the voters if the duties of those officers could be freely delegated to officers appointed by other government branches.

Drummond, 187 Wn.2d at 179-80. RCW 10.116.030 disenfranchises voters and is repugnant to the constitution and laws of the State of Washington.

Because of their constitutional posture, the answers to these questions not only affect non-charter counties, like those joined in this case, but also the entire State and the other political subdivisions of the State. Therefore, review is appropriate under RAP 4.2(a)(4).

IV. CONCLUSION

For the foregoing reasons, this Court should accept direct review of this matter.

RAP 18.17 Certification

This document contains 1232 words, excluding the parts of the document exempted from the word count by RAP 18.17.

DATED this 8th day of November 2022.

LAWRENCE H. HASKELL Spokane County Prosecuting Attorney

KIEFER A. STENSENG, WSBA

#58423

Deputy Prosecuting Attorney Attorney for Respondent, Spokane County

CERTIFICATE OF SERVICE

I hereby certify that on November 8, 2022, I electronically filed the foregoing with the Clerk of the Court using the Washington State Appellate Courts' Portal, which in turn automatically generated a Notice of Electronic Filing (NEF) to all parties in the case who are registered users of the Washington State Appellate Courts' Portal system. The NEF for the foregoing specifically identifies recipients of electronic notice.

Dated this 8th day of November 2022, in Spokane, Washington.

Ashley E. Musick

APPENDIX A

AUG 26 2021 2 3 **Scott Tinney** Lewis County Clerk 4 5 IN THE SUPERIOR COURT OF WASHINGTON IN AND FOR LEWIS COUNTY 6 ROBERT SNAZA, in his official capacity Case No. 21-2-00374-21 7 as Sheriff of Lewis County, Washington; 8 SEAN SWOPE, in his official capacity as AMENDED COMPLAINT FOR District 1 Commissioner of Lewis County, 9 **DECLARATORY JUDGMENT** Washington; 10 LINDSEY POLLOCK, in her official capacity as District 2 Commissioner of 11 Lewis County, Washington; 12 GARY STAMPER, in his official capacity as District 3 Commissioner and Chair of 13 the Board of County Commissioners for 14 Lewis County, Washington; 15 JOSEPH HELM, in his official capacity as Sheriff of Columbia County, Washington; 16 RYAN RUNDELL, in his official capacity as District 1 Commissioner and Chair of 17 the Board of County Commissioners for Columbia County, Washington; 18 19 MARTY HALL, in his official capacity as District 2 Commissioner of Columbia 20 County, Washington; CHARLES AMAAREIN, in his official 21 capacity as District 3 Commissioner of Columbia County, Washington; 22 23 RAYMOND MAYCUMBER, in his official capacity of as Sheriff of Ferry County, 24 Washington: 25 26

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COMPLAINT FOR DECLARATORY JUDGMENT

LEWIS COUNTY PROSECUTING ATTORNEY'S OFFICE 345 W. Main Street, 2nd Floor Chehalis, WA 98532 360-740-1240 (Voice) 360-740-1497 (Fax)

1 2	DEREK GIANUKAKIS, in his official capacity as District 1 Commissioner of Ferry County, Washington;	
3	NATHAN DAVIS, in his official capacity	
4	as District 2 Commissioner and Chair of the Board of County Commissioners for Ferry County, Washington;	
5	MICHAEL HEATH, in his official capacity	
6	as District 3 Commissioner of Ferry County, Washington;	
7	DREW HYER, in his official capacity as	
8	Sheriff of Garfield County, Washington;	
9	JIM NELSON, in his official capacity of District 1 Commissioner of Garfield	
10	County, Washington;	
11	LARRY LEDGERWOOD, in his official	
12	capacity as District 2 Commissioner of Garfield County, Washington;	
13	JUSTIN DIXON, in his official capacity as	
14	District 3 Commissioner and Chair of the Board of County Commissioners for Garfield County, Washington;	
15	Tom Jones, in his official capacity as	
16	Sheriff of Grant County, Washington;	
17	DANNY STONE, in his official capacity	
18	as District 1 Commissioner of Grant County, Washington;	
19	ROB JONES, in his official capacity as	
20	District 2 Commissioner of Grant County, Washington;	
21	CINDY CARTER, in her capacity as	
22	District 3 Commissioner and Chair of the Board of County Commissioners for Grant County, Washington;	
23	DAVID S. BROWN, in his official capacity	
24	as Sheriff of Skamania County, Washington;	
25	Tracinigion,	
26		

COMPLAINT FOR DECLARATORY JUDGMENT

LEWIS COUNTY PROSECUTING ATTORNEY'S OFFICE 345 W. Main Street, 2nd Floor Chehalis, WA 98532 360-740-1240 (Voice) 360-740-1497 (Fax)

2	RICHARD MAHAR, in his official capacity as District 1 Commissioner of Skamania County, Washington;		
3	TOM LANNEN, in his official capacity as		
4	District 2 Commissioner and Chair of the Board of County Commissioners for Skamania County, Washington;		
5	BOB HAMLIN, in his official capacity as		
6	District 3 Commissioner of Skamania County, Washington;		
7	OZZIE KNEZOVICH, in his official		
8	capacity as Sheriff of Spokane County, Washington;		
9	JOSH KERNS, in his official capacity as		
10	District 1 Commissioner of Spokane County, Washington;		
11	MARY KUNEY, in her official capacity as		
12	District 2 Commissioner of Spokane County, Washington;		
13 14	AL FRENCH, in his official capacity as District 3 Commissioner of Spokane		
	County, Washington;		
15 16	Plaintiffs,		
	v.		
17 18	STATE OF WASHINGTON,		
19	Defendant.		
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COMPLAINT FOR DECLARATORY JUDGMENT

LEWIS COUNTY PROSECUTING ATTORNEY'S OFFICE 345 W. Main Street, 2nd Floor Chehalis, WA 98532 360-740-1240 (Voice) 360-740-1497 (Fax)

I. Introduction

- 1.1. Plaintiffs seek judgment declaring that ESHB 1054, Section 3, improperly, and without lawful authority, transfers emergent decision making authority in the case of a riot from an independently elected Sheriff to the Chair of the Board of County Commissioners.
- 1.2. Further, Plaintiffs seek judgment declaring that ESHB 1054, Section 4(b) improperly designates the Chair of the Board of County Commissioners as the "highest elected official" empowered with the sole authority to approve/disapprove the use of tear gas in the case of a riot not occurring within a jail or correctional facility when, in fact, the Chair lacks authority to act without approval of the majority of the Board.

II. Parties, Jurisdiction, Venue, and Standing

- 2.1. Each Plaintiff Sheriff has standing as the Elected Sheriff for their respective county. ESHB 1054 effects a partial forfeiture of the office by improperly depriving the Sheriff of authority that has historically been, and under current law and the Constitution of the State of Washington, is within the sole purview of the Sheriff.
- 2.2. The Plaintiff Commissioners are each duly elected County Commissioners of their respective county, and together constitute each respective county's Board of County Commissioners (BOCC). Each County has a member that serves as Chair of its BOCC as identified.
- 2.3. Each Plaintiff Commissioner has standing because ESB 1054 vests authority in a single Commissioner where no such authority exists, is authorized, nor is such power contemplated within the Constitution of the State of Washington. As a result, the entire premise of the Board of County Commissioners is undermined. Such action makes the Commissioners substantively unequal, when under the law and Constitution, each Commissioner has equal power, and effects a partial forfeiture of each of their offices.
- 2.4. Jurisdiction lies in the Superior Court by virtue of RCW 2.08.010 and RCW 7.24.010 *et seq.* Interested persons whose "legal relations are affected by a statute" may seek declaratory judgment. RCW 7.24.020; *see also* RCW 7.24.130 (including municipal corporations in the definition of person).
- 2.5. Each of the originally named Plaintiffs reside in and has a principal place of business in Lewis County, Washington. Venue therefore is proper within Lewis County under RCW 4.92.010(1) and (2). The remaining individually named Plaintiffs have joined by agreement of the Defendant.

COMPLAINT FOR DECLARATORY JUDGMENT

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LEWIS COUNTY PROSECUTING ATTORNEY'S OFFICE 345 W. Main Street, 2nd Floor Chehalis, WA 98532 360-740-1240 (Voice) 360-740-1497 (Fax) 1

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III. Facts

- 3.1. On May 18, 2021, Governor Jay Inslee signed ESHB 1054 into law.
- 3.2. ESHB 1054 took effect on July 25, 2021.
- 3.3. ESHB 1054, Section 4, addresses the use of tear gas by law enforcement is addressed.
 - 3.3.1. ESHB 1054, Section 4(3) dictates that: "[i]n the case of a riot outside of a correctional, jail, or detention facility, the officer or employee may use tear gas only after: (a) Receiving authorization from the highest elected official of the jurisdiction in which the tear gas is to be used, and (b) meeting the requirements of subsection (2) of this section.
 - 3.3.2. ESHB 1054, Section (4)(4)(b) declares that the "[h]ighest elected official' means the county executive in those charter counties with an elective office county executive, however designated, and in the case of other counties, the chair of the county legislative authority. In the case of cities and towns, it means the mayor, regardless of whether the mayor is directly elected, selected by the council or legislative body pursuant to RCW 35.18.190 or 35A.13.030, or selected according to a process in established city charter. In the case of actions by the Washington state patrol [sic], it means the governor."
 - 3.3.2.1. Each Plaintiff serves a county that is a non-charter county.
- 3.4. Each county to this suit has an elected Sheriff.
- 3.5. Each county to this suit has an elected three (3) member Board of County Commissioners.
- 3.6. Each county to this suit has a Chair that, under ESHB 1054, would be declared the "highest elected official."
- 3.7. The only powers of the Chair of the Board of County Commissioners are contained within RCW 36.32.100.

IV. Causes of Action for Declaratory Judgment: Declaration of Rights, Status, and Obligations

4.1. All Plaintiffs reiterate, and incorporates by reference, all of the assertions set out above.

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COMPLAINT FOR DECLARATORY JUDGMENT

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LEWIS COUNTY PROSECUTING ATTORNEY'S OFFICE 345 W. Main Street, 2nd Floor Chehalis, WA 98532 360-740-1240 (Voice) 360-740-1497 (Fax)

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- 4.2. Both the Office of the County Sheriff and the Offices of County Commissioner were created by the Constitution of the State of Washington. See Const. Art. XI, §5.
 - 4.2.1. "...[S]uch powers as are specially conferred by the constitution...upon any...specified officer, the legislature cannot require or authorize to be performed by any other officer or authority; and from those duties which the constitution requires of him he cannot be excused by law." Constitutional Limitations (5th ed.), at 135-136).
 - 4.2.2. The legislature lacks the ability to remove functions historically vested in one office those functions to another office. See Const. Art. XI, §5; State ex rel. Johnston v. Melton, 192 Wash. 370, 388, 73 P.2d 1334 (1937) ("In naming the county officers in § 5, Article 11 of the constitution, the people intended that those officers should exercise the powers and perform the duties then recognized as appertaining to the respective offices which they were to hold.").; State ex rel. Kennedy v. Brunst, 26 Wis. 412 (1870).
 - 4.2.3. Public safety, including the quelling of riotous activities, are, and have been historically, a function for law enforcement, not the legislative authority of a county.
 - 4.2.4. While the legislature may change duties of a Constitutional office, it lacks the authority to strip a Constitutional office, even on a temporary basis, of a function inherent in an office and vest it into another office.
- 4.3. In the case of the Board of County Commissioners, nowhere within the historic functions of the Board of County Commissioners, nowhere in the Constitution of the State of Washington, and nowhere in the law does it contemplate the Board of County Commissioners acting in any other fashion than that of a Board.
- 4.4. The only authority in law for the Board to act as a single person is the authority granted within RCW 36.32.100. However, even within that statute, the power is derived only through a vote/consent of the majority of the Board of County Commissioners.
- 4.5. Likewise, the main function of the Board of County Commissioners is that of a legislative body, not law enforcement.
- 4.6. Plaintiff Commissioners are entitled to a declaration that they, either acting as a body, or through the Chair, lack the authority imposed pursuant to ESHB 1054(4)(3).

2	4.7. Plaintiff Commissioners are entitled to a declaration that each Commissioner is of equal authority under the law, and can act independently only by delegated authority of the full three-member Board.		
3 4	4.8. Plaintiff Sheriffs are entitled to a declaration that, in the case of a non-charter County, ESHB 1054(4)(3)(a) is an unlawful/improper removal of authority vested solely in the independently elected Sheriff.		
5	V. Praye	r for Relief	
6	Wherefore Plaintiffs pray that this 0	Court issue judgment:	
	5.1 Declaring that as applied to p	on-charter counties FSHB 1054 Section 3	
8	5.1. Declaring that, as applied to non-charter counties, ESHB 1054, Section improperly, and without lawful, authority, transfers emergent decision making authority in the case of a riot from an independently elected Sheriff to the Chair of the case.		
10	the Board of County Commissioner	'S',	
11	5.2. Awarding Plaintiffs' costs of suit; and	d	
12	5.3. Awarding such other and further relief as the court deems just and proper.		
13		2004	
14	Dated: this day of August, 2	2021.	
15	Lewis County Prosecuting Attorney	Douglas County Prosecuting Attorney	
16	CIPE !	1. De Stephen	
17	JONATHAN L. MEYER, WSBA No. 28238 Attorney on behalf of Lewis County	C. DALE SLACK, WSBA No. 38397 Attorney on behalf of Columbia County	
18	Sheriff and Commissioners	Sheriff and Commissioners	
19			
20	Ferry County-Prosecuting Attorney	Garfield County Prosecuting Attorney	
21	Lattrack Dew	Mark)	
22	KATHRYN LEURKE, WSBA No. 44426	MATT L. NEWBERG, WSBA No. 36674	
23	Attorney on behalf of Ferry County Sheriff and Commissioners	Attorney on behalf of <u>Garfield County</u> Sheriff and Commissioners	
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26	.j		
	COMPLAINT FOR	7 LEWIS COUNTY PROSECUTING	

DECLARATORY JUDGMENT

ATTORNEY'S OFFICE
345 W. Main Street, 2nd Floor
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360-740-1240 (Voice) 360-740-1497 (Fax)

1	Grant County Prosecuting Attorney	Spokane County Prosecuting Attorney	
2			
3	GARTH DANO, WSBA No. 11226	ADAM N KICK WSBA No 27525	
4	Attorney on behalf of Grant County Sheriff and Commissioners Commissioners	Attorney on behalf of SKAMANIA	
5		Sheriff and	
6	Spokane County Prosecuting Attorney		
7	- #30909		
8	Mark McClain for LARRY HASKELL, WSBA No. 27826		
9	Attorney on behalf of Spokane County		
10	Sheriff and Commissioners		
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Grant County Prosecuting Attorney Spokane County Prosecuting Attorney 2 3 GARTH DANO, WSBA No. 11226 ADAM N. KICK, WSBA No. 27525 Attorney on behalf of Grant County 4 Attorney on behalf of SKAMANIA Sheriff and Commissioners Sheriff and Commissioners 5 Spokane County Prosecuting Attorney 6 7 LARRY HASKELL, WSBA No. 27826 8 Attorney on behalf of Spokane County Sheriff and Commissioners 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25

APPENDIX B

1 FILED 2 Lewis County Superior Court Clerk's Office 3 SEP 16 2022 4 Scott Tinney, Clerk 5 _ Deputy 6 7 THE SUPERIOR COURT OF WASHINGTON 8 IN AND FOR LEWIS COUNTY 9 ROBERT SNAZA, et al., NO. 21-2-00374-21 Plaintiffs. 10 ORDER GRANTING PLAINTIFFS' 11 V. MOTION FOR SUMMARY STATE OF WASHINGTON. JUDGMENT 12 13 Defendant. 14 15 THIS MATTER came before this Court on Plaintiffs' Motion for Summary 16 Judgment. The Court heard oral argument of counsel and considered the following 17 pleadings and materials filed in the matter. 18 Plaintiffs' Motion for Summary Judgment; 19 2. Defendant's Response and Cross Motion for Summary Judgment; 20 3. Plaintiff's Reply to Response to Defendant's Response to Motion for 21 Summary Judgment and Defendant's Cross Motion for Summary Judgment; 22 4. Defendant's Reply to Response to Plaintiff's Motion for Summary Judgment 23 and Defendant's Cross Motion for Summary Judgment; 24 25 Being otherwise fully informed the Court reasons as follows. 26

360-740-1240 (Voice) 360-740-1497 (Fax)

IT IS HEREBY ORDERED that: 1. Plaintiffs' Motion for Summary Judgment is GRANTED with respect to RCW 2 10.116.030 with regard to the powers of the office of the Sheriff; and 3 2. Plaintiffs' Motion for Summary Judgment is DENIED with respect to RCW 4 5 10.116.030 with regard to the powers of the office of the Chair of the Board of County Commissioners. 6 3. The Court's oral ruling is incorporated into this order. 7 8 DONE IN OPEN COURT this 16th day of September, 2022. 9 10 11 12 HONORABLE J. ANDREW TOYNBEE 13 LEWIS COUNTY SUPERIOR COURT JUDGE 14 PRESENTED BY: 15 ROBERT W. FERGUSON JONATHAN L. MEYER Attorney General Lewis County Prosecuting Attorney 16 17 FREY T. EVEN, WSBA 20367 AMBER SMITH, WSBA 53121 Deputy Prosecuting Attorney 345 W. Main St., 2nd Floor 18 Deputy Solicitor General 1125 Washington Street SE 19 PO Box 40100 Chehalis, WA 98532 Olympia, WA 98504 (360) 740-2750 20 (360) 586-0728 amber.smith@lewiscountywa.gov ieffréy.even@atg.wa.gov 21 Counsel for State of Washington Counsel for Lewis County 22 23 24 25

APPENDIX C

(The following took place on September 16, 2022:) 1 2 THE COURT: All right. Are the parties ready 3 on Robert Snaza and others v. State of Washington? Plaintiffs are ready, your Honor. 4 MS. SMITH: 5 The state is ready, your Honor. MR. EVEN: All right. Come on forward. 6 THE COURT: 7 All right. This is Cause No. 21-2-374-21, 8 Robert Snaza and many others v. the State of 9 Washington. Ms. Amber Smith is here representing the 10 plaintiffs and you are Mr. Even? 11 MR. EVEN: I am, your Honor. 12 THE COURT: All right. Good morning, Mr. Even. 13 Nice to see you again. 14 MR. EVEN: Thank you. 15 THE COURT: And this matter comes on on both 16 party's motions for summary judgment. I have 17 reviewed all the documents and I'm ready to hear 18 argument. 19 So go ahead, Ms. Smith. 20 MS. SMITH: Thank you. Good morning, your 2.1 Honor. I'll keep this as brief as possible. 22 boils down to essentially whether or not the 23 legislature exceeded its plenary authority by

interfering with the core functions of the office of

the sheriff, and also the Board of County

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Commissioners via the chair of the Board of County Commissioners in the enactment of RCW 10.116.030, which I'll refer to just generally as the tear gas law to make it easier for all of us.

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Our position is that the legislature through the enactment of that bill did. And it did interfere because essentially what the tear gas bill is requesting or requiring of the sheriff's office, who does have a core function and duty of defending against and disbursing riots, to get the discretionary authority to use a tactical implementation, which is tear gas. But nevertheless, a discretionary use on how to go about defending or disbursing a riot from the chair of the Board of County Commissioners, and that that in and of itself is an interference based on Rice and Melton in decisions, and that the plenary authority of the legislature is to draft or create job duties and descriptions for elected offices in the counties and the sheriff. They can do so, so long as it doesn't interfere with those core functions.

To go definitionally on what an interference is, when looking at Black's legal dictionary, an interference is the act or process of obstructing normal operations or intervening and meddling in the

affairs of others. And that's under Black's legal dictionary, 11th edition. That is precisely what this law does. It requires that in the course of a riot, outside of a jail setting, that the sheriff has to stop, ask the chair of the board of the county commissioners whether or not tear gas is appropriate in the middle of that. And then that chair has to make a fact-based, substantive determination as to whether or not tear gas is appropriate.

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That stop, that check that the state would say is a mere check and is needed for public policy and public interest is, nevertheless, a stopping of that core function and duty of defending and suppressing riots and requiring another independent elected office to give that elected officer that authority. That is an interference. It does obstruct and it does meddle in that core function. And that is a core function that has existed in the office of the sheriff since territorial times and has been enacted as part of their core duties or part of their duties -- pardon me, statutorily.

Further, the core function of the Board of
County Commissioners to act as a collected body when
making substantive decisions is also interfered upon
by placing such a substantive authorization or power

within the chair of the Board of County

Commissioners. Since territorial times and through

today in the enactment of statutes, the Board of

County Commissioners is a collective body. They make

substantive fact-based decisions as a body, as a

whole. And it is the majority that makes those

decisions.

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The only discretionary authority that's been given to the chair of the Board of County

Commissioners is a nominal discretionary authority.

It's in marshalling meetings. They are the chair of the board. They determine the schedule and they marshal those meetings. They also are a signatory only after the entirety of the board makes a decision to agree or disagree in signing on any contracts.

There is no real power authority that exists in that chair other than an administrative type position that exists.

By placing such a high discretionary decision-making authority in the chair, it does interfere with the intent and the core function of the Board of County Commissioners. It's a legislative body.

We would ask this court to grant our motion for summary judgment and determine that this statute,

10.116.030, did exceed the legislature's plenary authority and their ability to establish duties on these elected offices, because this is an unintended result in particular with noncharter counties. It would be no different than asking the court to have permission from the assessor to do an exceptionary — an exceptional sentence upward in a juvenile case because there may be public policy in the future. That's the unintended result if the court were to establish this today or grant this today.

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THE COURT: Melton seems like the -- sort of the seminal case that everybody comes back to. And Melton seemed to be focused on the danger of having another elected attorney -- elected office be able to appoint -- the word "appointment" and "appoint" is throughout the Melton case. At what point did the court's interpretation of Article 11, Section 5 shift from appointment being the danger to the interference with duties? Any -- I mean, I'm not sure the -- I'm not sure the "when" is -- I mean, really pinning down the when is important, but it seems like there was a -- that was what Melton was all about, was the prosecutor's would be able to appoint rather than elect. And Article 11 -- Article 11, Section 5 seems to protect the right of the citizenry to elect people

doing these local functions. Any insight as to when that shift occurred or why that shift would occur?

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I can't say with any particularity MS. SMITH: when or why the shift would occur. Our position is, is that based on the reading of Melton and the idea that the citizenry have the authority to choose who their elected officials are and that those core duties and functions that are prescribed to those elected officials are the ones that those folks are making the determination for. Our position is that based on Melton, the idea that -- in that circumstance, is that the ability for the prosecutor to exercise their core functions and duties was what was being infringed upon or was being taken away And that by not -- or by taking away those core functions and duties and prescribing them to another that was outside of that elected official, whether or not it -- pardon me here -- that that was the issue at hand in Melton. And that the citizens have a right to know those elected officials. this circumstance, the citizens have a right to know that in the core functions and powers of the sheriff that that is where the defense and disbursal of rights comes from, not from the chair of the Board of County Commissioners.

THE COURT: All right. Thank you.

Mr. Even.

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MR. EVEN: Thank you, your Honor. For the record, Jeffrey Even, deputy solicitor general here on behalf of the state. I will begin, if I may, with the question that the court just posed. And my answer would be that there has not been a shift from that. And in fact, for that I would point the court in particular to State ex rel. Banks v. Drummond in addition to the two cases the counsel already mentioned.

I think Banks rounds out the trifecta of the important Washington cases here. That case had to do with an attorney who was engaged by the county commissioners to do work that otherwise the county prosecutor would do. And the county prosecutor did not consent to that appointment, as would have been his prerogative to do.

So, again, there the issue was not simply that somebody other than the prosecutor was providing legal advice to the commissioners, although that is a problem in the case. The problem is it wasn't the person who had been elected to do that function. So it was that appointment power that I think is critical to this distinction. Because this, I think

helps us get a little bit of insight on what I think could at least at first blush be a bit of a conundrum here in the constitutional text and in other case law. We have a constitutional provision that simply lists out the county offices and says that they are to be elected and then says and the legislature can define their duties or shall define their duties.

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So how do we square the fact we do have a number of cases, as counsel points out, that say, well, you can't take away the core function of one of those constitutionally created offices, but we have language in the constitution that says the legislature can define their duties.

I think the answer to that stems from a couple points. One is the concern that somebody other than the elected official is going to appoint. In Melton, the issue was that the legislature had passed a statute that created district attorney investigators and allowed them to do everything the deputy sheriff could do. That was — that was, I think, an issue of who is going to appoint those people. They weren't performing a function that you would normally think as being core to the prosecutor's office.

And what does it mean to say that we have a core function at issue? A core function is something

that's really inherent, you know, in the nature of the office. Why do we have a county prosecutor in Melton? Well, it's to prosecute criminal cases and to provide civil representation to the county.

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Why do we have a sheriff? Well, to keep the peace, to suppress riots, but that doesn't necessarily mean that the legislature is powerless to provide checks on what we might think of more as a tactic involved in performing a function of the office. So the tear gas statute does not deprive the sheriff of any core function of office. He remains the chief law enforcement officer of the county. And he remains the one who would make the initial decision to deploy tear gas and to, in fact, deploy it when that comes to pass --

THE COURT: Well, what if the county -- what if the chair of the Board of the County Commissioners says, "no"?

MR. EVEN: I think, obviously, we have to entertain that possibility because if that wasn't at least a possibility, there would be no purpose in the statute. And the answer to that is that I think legislature is concerned that we are dealing with a tactic that has significant public health and safety risks. And so the legislature, rather, wants to

provide an additional check on the use of this particular tactic while still permitting it. Riot suppression is still one of the reasons why law enforcement can use tear gas. There are others in the statute, by the way, that are not subject to this additional check of getting approval from the chief elected -- highest elected official of the county.

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And that would bring me to what I would suggest here is the easy part of this case. And that's the effect on the Board of County Commissioners. There is nothing in RCW 10.116.030 that takes away from or interferes with the functions of the county commissioners.

Now, what the plaintiffs have pointed out here is that assigning a role like this to the chair of the Board of Commissioners who is, for most purposes, one of a multimember body that acts collectively, not individually, added a new function for that person.

But doing that in no way takes anything away from the authority and responsibilities of the other two commissioners with regard to the powers and duties that are assigned to the board as a body. So I think that's actually a fairly easy question, is that nothing in the constitution precludes giving an individual commissioner, one who has been selected by

the other two to be the chair, an additional function that does not take away from any other function. And to say that the legislature can't do that would do tremendous violence to the constitutional language that says the legislature can define the duties of county offices. So I think that part of the case is relatively straight forward.

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And as to the sheriff, as I've indicated, I think the distinction here becomes, what's a core function? What's something that if you take this away, the office isn't really that office anymore? You know, that's guided, I think, by a concern that the constitution specifies, here's the county officers we're going to have in a general law county. And then wants to -- what the court has done I think in a case like Melton is say, well, we can infer from that that 's to be a meaningful position. to be the kind of thing that we would normally think of pre-statehood as a sheriff, a commissioner, a prosecutor, et cetera. And so by providing a limit on the use of a particular tactic, the legislature has not interfered with the core function. that reason, the court should grant summary judgment in favor of the State.

THE COURT: All right. Thank you.

Ms. Smith, your response?

MS. SMITH: Yes.

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THE COURT: And I guess I will ask the question right up front. Is there any -- what's your response to what Mr. Even has, I guess, termed "the easy part"? Is there anything in the case law or explicitly in the constitution that prohibits the legislature from allowing one commissioner to act in certain specific instances?

MS. SMITH: There is nothing explicit in the constitution and case law that states that other than, again, on the basic function on plenary authority in the prescribing of those duties that so long as it doesn't interfere with the core functions of those offices. And it is our position that by placing a substantive discretionary decision in the chair, that does interfere with the core function of who otherwise is a collective body. That the duties that have been prescribed previously to the chair of the board being administrative or nominal or as a signatory on behalf of the board after they make a collective decision, by putting such a concentration of power in a discretionary decision-making authority that that is the interference on the officers of the Board of County Commissioners. That the Board of

County Commissioners, since territorial times and through the enactment of our constitution, has been considered a collective body, a whole. It is a group. That there are members of that body that get separately elected, but that the Board of County Commissioners itself is a collective body.

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Generally, a legislative-making, collective body that works. And by putting such concentration in a discretionary act in one particular member, it disrupts that otherwise equal discretionary authority that they have as the collective body where no commissioner, whether they are chair or they are a junior commissioner on the Board of County Commissioners, has no weighted difference in their discretionary decision-making. They are equals. And by putting this kind of substantive check on the sheriff, they are creating an interference on what would otherwise be equal standing amongst the collective body as a whole.

THE COURT: Well, what if the legislature decided that the open public meeting act was just really unwieldy and really unworkable and really didn't allow for the government to function well so that basically two commissioners can't have a conversation about anything without violating the

open public meetings act? What if the legislature just said, enough's enough. We're going to allow them to decide amongst themselves who can decide these decisions and one commissioner can be in charge of public health and the other commissioner can be in charge of these and they can make decisions. What if the legislature did that? Would that violate the constitution?

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MS. SMITH: We would submit, yes, it does interfere with that core function. Or I should say, on caveat, if they were to repeal the open public meetings act, which is a legislatively enacted chapter in the RCWs or title in the RCWs, that they could do that. The concern comes with whether or not they have in their plenary authority the ability to go prescribing what would be discretionary authority in each of those individual collected bodies.

There is one way that they could do this, and I want to circle back on something that Mr. Even mentioned about the legislature being powerless to create checks. The legislature is not powerless to create checks. If it wanted to, in the interest of public policy, they have the opportunity to do so. But it's through a constitutional amendment. Our concern and our discussion today is about whether or

not they exceeded the plenary authority and just common legislative lawmaking. And that is our concern is that they are enacting laws, not through a constitutional amendment, that interferes with the core functions of the duties of these offices. And that that is the problem. That is the concern and why we bring our case today, is because the legislature does have the power to create checks and balances. But not like this. There is a right way to do things and they did not choose the right path to enact this type of discretionary decision-making that interferes with the core function of the office of the sheriff and also the Board of County Commissioners.

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THE COURT: All right. Well, I want to -- I'm grateful for the opportunity to have such a complex issue to delve into. This has been very educational for me. And very intellectually stimulating. To go deep into a state constitutional issue is not something that, as a superior court judge, I get an opportunity to do very often.

But I am granting summary judgment in favor of the plaintiffs. I do find beyond a reasonable doubt that the challenged portion of the statute, specifically, that requires the chair of the county

commissioners to approve the deployment of tear gas, violates the constitution, specifically Article 11, Section 5. I'm adopting the plaintiff's analysis as I really think that that hits the nail on the head, both in the identified legal problem and the legal analysis.

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I will state that I do not find that the legislature's designating the ability for one commissioner to act alone violates the constitution. So I am denying on that issue. But I don't find that it interferes with the core function or a central function. It -- it may interfere with the method of doing business but it doesn't take away something that defines the county commissioners.

I'm -- even though the state constitution explicitly allows the legislature to specify the powers and duties of local officials, there have been limits on that through case law. And even though Melton focuses on the dangers of having another governmental elected office have the power to appoint somebody that may usurp or interfere with the elected official's core duties, the case law since then has evolved. And our State's Supreme Court's made it clear that the legislature may not transfer to other elected officers those powers and functions that have

belonged to another since before the ratification of the constitution. And I find that the suppression of riots is a core function of the sheriff.

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Just to use Lewis County as an example, the problem here is that the people of Lewis County did not elect Commissioner Pollock to weigh in and determine what tactics or equipment should be deployed to suppress a riot. They elected Sheriff Rob Snaza to do this. The people have a right to determine through their elections -- and this is what the case law focuses on. The people have a right through Article 11, Section 5 to decide who makes those decisions. And so that's -- that's how this violates the rights of the citizens.

And this legislation is not merely a check on an important decision that affects people's safety. The danger is that if the legislature can strip from the elected sheriff an inherent function of that office, such as the right to determine whether tear gas may be deployed to suppress a riot, then they can strip all such functions. And the legislature -- and what the Banks v. Drummond case and the Rice case tell us is that the legislature can't take away those functions that make an elected office that elected office. So the sheriff's office has the right and

the duty, traditionally, to suppress riots. And that cannot be taken away, even one small bite at a time. Riot suppression is a core function of the sheriff.

It's not a core function of the county commissioner.

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And as I mentioned, the citizens elected the sheriff to make such discussions regarding the tactics to deploy in suppressing riots. They did not elect the county commissioners to do so. So for those reasons, I'm granting the State's motion for summary judgment.

MR. EVEN: Rather the plaintiffs.

THE COURT: Yes. I'm sorry. I meant to say that right at the beginning.

MR. EVEN: I think you did.

THE COURT: I use -- when I see prosecutors, I think state. So I am granting the plaintiffs. I told myself before I started that I would make that distinction, but I fall into old habits. So I am granting the plaintiff's. I jump to calling the prosecutor's office the state just by default. So I apologize for that misstatement.

MS. SMITH: And for clarification, your Honor, would you like the parties to draft other orders?

There were the proposed orders that were presented by the plaintiff. Would you like us to do that? And if

amenable to both parties, enter those ex parte? THE COURT: Yes. MS. SMITH: Thank you. THE COURT: Yes. I think you could probably step back and just doctor those up, potentially. And if you can't, then they can be done ex parte. MS. SMITH: Great. Thank you. THE COURT: Again, I thank you for excellent briefing. This was a treat to be able to get a break from kind of my normal routine and delve into a -what I considered very interesting issue. Thank you. MS. SMITH: Thank you. MR. EVEN: Thank you, your Honor. (Court was adjourned.)

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