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PROCEEDINGS BEFORE

## THE SUPREME COURT

## OF THE

## **UNITED STATES**

CAPTION: RICHARD LYLE AUSTIN, Petitioner v. UNITED STATES

CASE NO: 92-6073

PLACE: Washington, D.C.

DATE: Tuesday, April 20, 1993

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SUPREME COURT, U.S MARSHAL'S OFFICE

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1	IN THE SUPREME COURT OF THE UNITED STATES
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3	RICHARD LYLE AUSTIN, :
4	Petitioner :
5	v. : No. 92-6073
6	UNITED STATES :
7	x
8	Washington, D.C.
9	Tuesday, April 20, 1993
10	The above-entitled matter came on for oral
11	argument before the Supreme Court of the United States at
12	1:10 p.m.
13	APPEARANCES:
14	RICHARD L. JOHNSON, ESQ., Sioux Falls, South Dakota; on
15	behalf of the Petitioner.
16	MIGUEL A. ESTRADA, ESQ., Assistant to the Solicitor
17	General, Department of Justice, Washington, D.C.; on
18	behalf of the Respondent.
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1	PROCEEDINGS
2	(1:10 p.m.)
3	CHIEF JUSTICE REHNQUIST: We'll hear argument
4	next in No. 92-6073, Richard Lyle Austin v. the United
5	States.
6	Mr. Johnson.
7	ORAL ARGUMENT OF RICHARD L. JOHNSON
8	ON BEHALF OF THE PETITIONER
9	MR. JOHNSON: Mr. Chief Justice, and may it
10	please the Court:
11	The issue in this case is whether the Eighth
12	Amendment and specifically the Excessive Fines Clause
13	applies to the concept of applies to the civil
14	forfeiture under 21 U.S.C., section 881(a)(4) and (a)(7).
15	Mr. Richard Lyle Austin is the owner of the
16	Garretson Body Shop and also the 1972 mobile home that
17	were seized by the Government under the these
18	appropriate statutes. The facts of the case show that he
19	transferred 2 grams of cocaine to someone in the body
20	shop, and that he obtained this from the mobile home. A
21	subsequent search of the mobile home and body shop
22	indicated there were small amounts of cocaine, some
23	paraphernalia, and some small amounts of marijuana.
24	Mr. Austin pled guilty in State court. He was
25	sentenced to 7 years. The Government seized his mobile

1	home and his body shop, which was his livelihood, and he
2	had been in the auto body shop for about 25 years. The
3	affidavit in the record indicates he intended to return to
4	that job, that type of living, the body-shop living, when
5	he got out of prison.
6	The district court granted summary judgment.
7	The court of appeals reluctantly affirmed indicating that
8	the technical legal distinctions regarding in personam and
9	in rem prohibited it from reaching the issue of the Eighth
10	Amendment applicability. It also indicated that clear
11	court decisions by this Court and other courts do not
12	require proportionality in the civil proceedings for the
13	forfeiture of property.
14	I want to make three points in this oral
15	argument. First is that where the Government stands to
16	gain monetarily the Excessive Fines Clause should apply
17	and Eighth Amendment proportionality should apply.
18	Secondly, the in rem fiction shouldn't bar the application
19	of the excessive fines/proportionality analysis when the
20	civil forfeitures are quasi-criminal or punishment in
21	actual character. Thirdly, under this Court's decisions
22	in Halper and Kennedy v. Mendoza-Martinez, those tests
23	actually show that this civil forfeiture is punishment.
24	First of all, regarding the first point, the
25	Court's decision in Browning v. Ferris provides a basis

1	for applying the Eighth Amendment Excessive Fines Clause
2	to civil actions and to forfeitures.
3	QUESTION: I thought we rejected the application
4	there.
5	MR. JOHNSON: You indicated that you rejected
6	the application to actions between private parties. You
7	left open the possibility that when the Government is
8	involved, that the Excessive Fines Clause could also be
9	applicable. And, in fact, you suggested in, I think, a
10	footnote quoting Halper that it might give rise to the
11	Eighth Amendment analysis when the Government stood to
12	gain punitive damages.
13	And in Justice O'Connor's concurring and
14	dissenting opinion, there was a substantial analysis of
15	the historical development of the Excessive Fines Clause
16	and the fact that fines and forfeitures are equivalent,
17	and that, in fact, the Eighth Amendment should apply to
18	civil actions.
19	Your quote in Browning v. Ferris regarding the
20	court of Vermont also indicated the Supreme Court of
21	Vermont also indicated that in certain circumstances you
22	felt that the Excessive Fines Clause or the Eighth
23	Amendment could be applicable.
24	In your case Harmelin v. Michigan, Justice
25	Scalia's footnote also indicated that it makes sense to

1	scrutinize governmental action more closely when the state
2	stands to benefit. It's clear that under 21 U.S.C.
3	881(a)(4) and (a)(7), the Government has stood to benefit.
4	We cite in our brief an article from Newsweek
5	which indicates that since 1985 the Government has
6	obtained about \$2.6 billion through this forfeiture
7	proceeding.
8	There's also a quote by the Director of the
9	Asset Forfeiture Branch of the Attorney General's Office.
10	It says that civil forfeiture is the goose that laid the
11	golden egg.
12	There's another quote also that we indicate from
13	a American Criminal Law Review article in which it
14	indicates that in August of 1990, the U.S. Attorney
15	General warned U.S. attorneys that the Department was far
16	short of its projected \$470 million in forfeiture deposits
17	and urged them to increase the efforts in order to make
18	the budget goal during fiscal year 1990. And this was in
19	August of 1990, and Mr. Austin's property
20	QUESTION: What does this prove?
21	MR. JOHNSON: Well, it shows I think that there
22	should be some sort of check on the Government, just as
23	Justice Scalia says it makes sense to scrutinize
24	Government actions more closely. What it indicates is
25	that there is a possibility for overreaching.

1	QUESTION: And so, the Constitution
2	automatically erects a shield against it?
3	MR. JOHNSON: I think that the Constitution
4	protects individuals from Government overreaching if that
5	happens, if there's a possibility of it. And there is the
6	possibility of it under this forfeiture statute.
7	QUESTION: Well, what do you do with a case like
8	Calero-Toledo which says that even an innocent owner
9	and no one contends, I take it, that your client is
10	innocent.
11	MR. JOHNSON: No.
12	QUESTION: Even an innocent owner can the
13	property can be taken under traditional forfeiture law.
14	MR. JOHNSON: Calero-Toledo needs to be
15	distinguished and possibly even looked at again I think.
16	Number one, in
17	QUESTION: Well, what's the matter with it? It
18	always struck me as a perfectly good case.
19	MR. JOHNSON: Well, Calero-Toledo, the Eighth
20	Amendment wasn't raised. That would be one point.
21	Secondly, although Calero-Toledo indicates, as
22	you said, that in rem forfeiture really shouldn't deal
23	with the guilt or innocence of the owner, in fact, it does
24	establish an innocent owner exception.
25	And thirdly, forfeitures at the time of Calero-

1	Toledo weren't the same as they are now. The forfeitures
2	that the Government is having under 21 U.S.C. 881(a)(4)
3	and (a)(7) are far in excess of what was happening back at
4	the time of Calero-Toledo.
5	QUESTION: What difference does it make how much
6	money you're talking about if it's money being taken from
7	an innocent person? How can disproportionality have any
8	meaning once you acknowledge that the car or the ship or
9	the facility that belongs to a totally innocent person may
10	be taken? Even if it's only worth \$100, that's vastly
11	disproportionate to his guilt. I assume proportionality
12	means proportional to guilt.
13	MR. JOHNSON: Correct.
14	QUESTION: But all these in rem things at common
15	law could be imposed against a totally innocent person. I
16	think doesn't that conclusively establish that there's
17	no proportionality requirement for in rem takings?
18	MR. JOHNSON: I think that in rem forfeiture
19	under common law and as at the time that the Framers
20	knew it is different than the forfeiture that we're
21	experiencing today. I think that the cases established
22	that in rem forfeiture at that time was against ships,
23	dealt with piracy, dealt with violations of the customs
24	lawsovide a defense for innocent owners, does it not?
25	OUESTION: Cars

1	MR. JOHNSON: Which are instrumentalities
2	which can be instrumentalities of drug use, but when it
3	comes to someone's home or in this case the business,
4	these were incidental, in effect, to the drug use. In
5	other words, he could have transferred this drug use
6	anywhere, outside, in somebody's place.
7	QUESTION: Well, what if he did what if the
8	defendant just did business out of his house, the drug
9	business out of his house?
10	MR. JOHNSON: If there was if the house was
11	used specifically for that purpose, if it was if there
12	was a history The Alberta You was the the Alberta In the Albert
13	QUESTION: Then no proportionality?
14	MR. JOHNSON: Then there should be
15	proportionality, but it should be analyzed under a series
16	of factors. That's what proportionality is as we advocate
17	it. There should be many factors or several factors that
18	are applied, factors such as the circuit courts have
19	applied in criminal forfeiture cases in order to determine
20	whether all of the property should be forfeited, whether
21	some of it should be forfeited, or whether none of it
22	should be.
23	QUESTION: I thought this particular statute
24	does provide a defense for innocent owners, does it not?
25	MR. JOHNSON: Yes, it does.

1	QUESTION: I mean, we're dealing here with what
2	could be characterized as a punitive sanction.
3	MR. JOHNSON: I believe that's true, yes. I
4	think that's an example of why it is a punitive sanction
5	because you do have the innocent owner defenses in both
6	(a) (4) and (a) (7).
7	We are asking that the Court apply
8	proportionality analysis to someone who is not innocent
9	like Mr. Austin.
10	QUESTION: You mean, if let's assume you have
11	a good, old the most old-fashioned old-fashioned in rem
12	forfeiture statute around. You forfeit the ship if it's
13	used for contraband. If Congress should enact a an
14	amendment to that statute that says, however, if the ship
15	belongs to an innocent person who didn't know it was being
16	used for contraband, it shall not be forfeited. That
17	would convert it to no longer a classic in rem forfeiture
18	and thereafter it would be subject to a proportionality
19	requirement.
20	MR. JOHNSON: I think that first of all, I
21	think Congress in a sense has enacted that type of law
22	under (a) (4).
23	QUESTION: I understand, but I understood your
24	argument to be that since an innocent person gets off in
25	this one, we should impose the proportionality requirement
	10

- 1 because that renders it punishment, whereas the ordinary
- in rem thing was not punishment.
- MR. JOHNSON: That's correct. Yes, I believe -
- 4 QUESTION: So, your answer to my hypothetical
- 5 would be yes, that if Congress got tender-hearted and
- 6 said, well, let's make an exception to our traditional in
- 7 rem forfeiture of pirate ships and we'll say if the owner
- 8 of the ship was innocent of the piracy, we won't forfeit
- 9 it. That would convert it suddenly to a punishment, and
- if it was just a small-time pirate, you wouldn't be able
- 11 to take the ship even from the pirate --
- MR. JOHNSON: Well, I think that would depend on
- 13 --
- QUESTION: -- because that would be too much
- 15 punishment.
- MR. JOHNSON: It could depend on the cases. I
- 17 guess it depends on the facts of the particular case.
- 18 That's what I would say.
- 19 OUESTION: It seems to me it's in rem whether or
- not you decide to let the innocent person off. I don't
- 21 see how that makes a difference.
- 22 MR. JOHNSON: It can be in rem, but it can also
- 23 be punishment.
- QUESTION: Well, is it punishment if the owner
- 25 has not engaged in punishable misconduct?

1	MR. JOHNSON: It would
2	QUESTION: I mean, how
3	MR. JOHNSON: It certainly would be punishment
4	then, yes. Obviously
5	QUESTION: If the owner has not engaged in
6	punishable conduct.
7	MR. JOHNSON: If the owner has not engaged in
8	punishable conduct
9	QUESTION: Then how would that be punishment?
10	MR. JOHNSON: Well, if the owner had not done
11	anything wrong and yet had the property seized and
12	forfeited, then obviously
13	QUESTION: Yes.
14	MR. JOHNSON: that certainly would be
15	punishment to that particular person.
16	QUESTION: I wouldn't have thought so. It might
17	be a confiscation, but I it's a little hard to call it
18	punishment I would think.
19	MR. JOHNSON: If the person has done nothing
20	wrong it seems like, then it would be punishment if the
21	person would have their assets taken. I guess that's what
22	I would say.
23	The Excessive Fines Clause also should apply
24	because the Government is able to use this forfeiture
25	procedure without the traditional safeguards, procedural
	12

1	safeguards, that would apply in most criminal cases. The
2	Government needs only to establish probable cause. It can
3	establish hearsay evidence, and then the claimant has the
4	burden to prove the claimant's innocence or some other
5	defense that might be applicable in the case.
6	QUESTION: Yes, but you would be making the same
7	argument if this forfeiture was done after a finding of
8	guilt beyond reasonable doubt.
9	MR. JOHNSON: That's true, yes. And the reason
10	is because
11	QUESTION: Well, why don't we talk about the
12	case like that? You'd still be making the same argument.
13	MR. JOHNSON: Yes, I would. There was guilt in
14	this case. He pled guilty, and yet his involvement was
15	relatively minor. At least that's what the record seems
16	to indicate. And yet, he lost his home and he lost his
17	business, a business that he had been involved in not
18	that particular place, but he has been involved in that
19	business for 25 years.
20	QUESTION: How about somebody like Mr. Harmelin,
21	as we call them all Mister, in the drug case from Michigan
22	where he was convicted of a relatively minor offense,
23	possession I guess perhaps with intent to distribute, and
24	he was sentenced to life imprisonment? Surely, that's a
25	much more severe punishment than the loss of one's mobile

1	home, and yet we held that was not barred by the Eighth
2	Amendment.
3	MR. JOHNSON: That's true, you did. And I think
4	you felt that the States obviously had the right to enact
5	laws that were like that. And the other thing is, though
6	
7	QUESTION: We felt the Constitution didn't
8	prohibit the States from doing that.
9	MR. JOHNSON: Yes, that's true, and but the
10	amount of drugs in that case was 600 and some grams I
11	believe too.
12	QUESTION: And yours was only 2 grams?
13	MR. JOHNSON: Only 2 grams, yes.
14	QUESTION: In your case, do you agree with the
15	correctness of the Government's statement that if your
16	client had been prosecuted federally, the fines could have
17	amounted to \$1 million?
18	MR. JOHNSON: Well, I think the statute probably
19	allows that, but that never would have happened.
20	QUESTION: Well, if it had happened, is the
21	would the application of the statute be unconstitutional?
22	MR. JOHNSON: I think one could argue that that
23	would be an excessive fine for someone that who is in
24	forma pauperis. In my experience representing persons who

are -- under court appointment, the fine provision is

25

1	never used because they are not able to pay the fine.
2	QUESTION: I assume the higher the fine the
3	poorer you are, the easier it is to impose a higher fine.
4	To the extent you're insolvent, you don't pay it anyway.
5	MR. JOHNSON: Usually I think it would
6	usually, at least in my experience, the fine is not
7	imposed if the person is not able to pay it.
8	QUESTION: Well, why what is the reason why
9	it's disproportionate here? Because there were only a
10	couple of grams involved? Why I mean, it's a violation
11	of the drug laws.
12	MR. JOHNSON: Right. There are a couple grams
13	involved. This was a first offense for him. He lost his
14	business, which was his means to earn a living, and he
15	lost his home.
16	QUESTION: Well, it depends entirely upon how
17	serious the society considers a drug offense to be I
18	suppose.
19	MR. JOHNSON: I think that's a factor, but also
20	we're asking the Court to take into consideration the
21	other factors, that someone who has lost everything they
22	have for a relatively minor offense
23	QUESTION: Well, it's not relatively minor if
24	society really has its face set against drugs and has
25	provided for at the Federal level at least, for

- 1 penalties of the sort that has been mentioned. How can we
- 2 say it's relatively minor? I can only look to the Federal
- 3 statute and say, gee, at least the Federal Government
- 4 thinks this is very serious stuff. It's very harmful to
- 5 society.
- 6 MR. JOHNSON: It is harmful to society, and the
- 7 -- certainly the Government has to have laws which help it
- 8 in its war on drugs. But the other thing that's true is
- 9 that the full weight of the war on drugs shouldn't be
- 10 visited on one person for this particular offense.
- 11 QUESTION: Well, from the statistics you gave,
- 12 it isn't.
- MR. JOHNSON: Well, that's true, but this person
- lost everything because of it. So, from his point of
- view, I think as the court of appeals alluded to, he lost
- everything that he had. In a sense, from his point of
- 17 view, it has been visited on him.
- 18 QUESTION: He's at least able to start over
- again in a way that Harmelin never was, spending the rest
- 20 of his life in jail.
- MR. JOHNSON: That's true. That's true. Yes,
- 22 that's right.
- 23 QUESTION: Have you got any cases on your side?
- MR. JOHNSON: Well, I think the Halper case is
- on our side, at least as far as the punishment issue.

We're arguing mainly that the Eighth Amendment should 1 2 apply to this case. 3 QUESTION: Have you got any cases applying it to the -- to civil cases? 4 5 MR. JOHNSON: The Whalers Cove case from the 6 Second Circuit applies it, although the Whalers Cove case 7 on the facts finds that it does not apply. And strictly 8 speaking I quess it was an Eighth Amendment application. 9 It said that the Excessive Fines Clause argument had been 10 abandoned. So, it applied I think the Cruel and Unusual Punishment Clause and found that under the proportionality 11 analysis that it wouldn't make any difference. 12 13 QUESTION: But it applied the Eighth Amendment 14 anyway. 15 MR. JOHNSON: It applies the Eighth Amendment, 16 But as far as the Excessive Fines Clause, it 17 doesn't. So, I don't think it's necessarily instructive 18 on that issue. This would be the first case that really 19 the Court has had to decide that applies the Excessive 20 Fines Clause to this type of --21 QUESTION: Have you got any State supreme court 22 cases on your side? 23 MR. JOHNSON: No, not that have applied the Excessive Fines Clause. No. 24

17

QUESTION: Or under their own constitutions?

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1	MR. JOHNSON: Not that I'm aware of, Your Honor.
2	No.
3	The Halper case indicates that a civil sanction
4	that cannot fairly be said solely to serve a remedial
5	purpose, but rather can be explained only as also serving
6	either retributive or deterrent purposes, punishment, as
7	we have come to understand the term. I don't think
8	there's any question that civil forfeiture serves a
9	retributive or deterrent purpose in addition to whatever
10	remedial purpose it might serve. Because it also serves
11	that, it's punishment within the under the
12	understanding of that term. Because it is punishment, the
13	Excessive Fines Clause should apply.
14	The in rem/in personam distinction also should
15	not bar the Court from considering this issue. The
16	Court's past cases, first of all, are instructive. One
17	1958 Plymouth Sedan, Boyd v. the United States, U.S. v.
18	Coin and U.S. v. U.S. Coin and Currency all see through
19	the in rem/in personam distinction and apply the Fourth
20	Amendment and Fifth Amendment protections to in rem
21	actions.
22	The statute themselves, as I indicated,
23	establish that this is punishment rather than just
24	remedial. They have innocent owner exceptions. They're
25	tied to a violation of the criminal law punishable by more
	10

1	than one year's imprisonment. There are procedures for
2	remission or mitigation of forfeiture, and they are based
3	on violations of the Controlled Substances Act.
4	QUESTION: What did the prior or the old law
5	mean when it defined the objective of the in rem action as
6	remedial? Remedial in the sense of removing an
7	instrumentality of the crime from the hands of criminals?
8	MR. JOHNSON: Yes, that was one of the
9	QUESTION: Well, that's exactly what's being
10	done here, isn't it?
11	MR. JOHNSON: Well, I guess I'd argue that the
12	body shop and the mobile home were not instrumentalities.
13	They weren't specifically structured or designed for this
14	type of drug use. In other words, there wasn't a
15	manufacturing plant in there. There weren't secret
16	compartments. They weren't
17	QUESTION: Well, ships were not necessarily
18	designed for smuggling either, but they were used for
19	that. And warehouses on Long Wharf in Boston weren't
20	necessarily built for smuggling, but that's what they were
21	used for, and they were forfeitable I suppose.
22	MR. JOHNSON: I think that in those cases too,
23	though, that the item was specifically used to store drugs
24	and it was used to transport drugs.
25	QUESTION: Well, the mobile home was being used

1	to store drugs, wasn't it?
2	MR. JOHNSON: Not
3	QUESTION: I forget where the cocaine was found,
4	but I mean, there's a bag of cocaine either in the body
5	shop or the mobile home.
6	I mean, I just am finding the distinction based
7	on remedial versus punitive a pretty ethereal distinction,
8	and what bothers me about it is if we go your way on the
9	theory that there is, in effect, a punitive function going
10	on here by virtue of the innocent owner defense, then we
11	have to face the fact that despite that variation, we're
12	still dealing with two kinds of in rem actions, one
13	against the guilty owner and one all other varieties of in
14	rem action. And we would have put ourselves in the
15	position of saying that the guilty owner has a
16	proportionality objection. The innocent owner has none
17	whatsoever in those cases which make no distinction
18	between innocent and guilty owners.
19	And I suppose the next step down the road, if we
20	go your way, is going to be the due process argument, that
21	one cannot go against an innocent owner in an in rem
22	action simply because the Government has no justifiable
23	purpose under the Due Process Clause when at the same time
24	the guilty owner is allowed to contest it.
25	And it seems to me that you're setting us off on

1	rather a steep slope if we buy your argument, and I'm
2	trying to see if there's a way out of it.
3	MR. JOHNSON: Well, I guess I'm arguing that the
4	Excessive Fines Clause should apply to this forfeiture
5	whether the person is guilty or innocent. It's the
6	actions of the Government I think that should be
7	scrutinized under the Excessive Fines Clause.
8	QUESTION: Well, then do we take the next step
9	and say in the most garden variety of old-fashioned in rem
10	actions, there is likewise going to be a proportionality
11	defense, and in fact, it will always work I suppose
12	because the owner is always going to be innocent or
13	innocence is always going to be strike that. Guilt is
14	always going to be irrelevant.
15	MR. JOHNSON: I don't think guilt is irrelevant.
16	I think it's one of the factors.
17	QUESTION: Well, it's irrelevant under the
18	traditional in rem action as you were describing it.
19	You're saying it's remedial. It's not punitive.
20	Why isn't the proportionality argument, at least
21	as raised by a person who claims innocence and can show
22	innocence, always going to succeed?
23	MR. JOHNSON: Well, I don't know. I guess I
24	think that the

QUESTION: Well, if I'm innocent, it's

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1	disproportionate to take a nickel out of my pocket, isn't
2	it?
3	MR. JOHNSON: That's true, yes.
4	QUESTION: Then it's always going to succeed.
5	MR. JOHNSON: I don't know. I guess again it
6	depends on what the Court sees, the different factors.
7	But if a person is innocent and hasn't done anything, well
8	then certainly that should be a defense. It should be
9	something the Court should consider in deciding whether or
10	not it was proper to forfeit property or not.
11	QUESTION: Well, I suppose the Government can
12	always decide that certain property is malum in se. In
13	other words, it's contraband. It can be taken.
14	MR. JOHNSON: Yes.
15	QUESTION: It has no proper use or it's
16	dangerous to the public.
17	MR. JOHNSON: That's true.
18	QUESTION: I would think there would be many
19	reasons where you could take property even from someone
20	who's totally innocent.
21	MR. JOHNSON: Yes, that's true, especially if
22	the property is used has a specific purpose in
23	advancing the drug business. If it's specifically
24	designed, for example, to hide contraband or if it's

specifically used for nothing but the drug use, then --

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1	QUESTION: But none of those categories would be
2	applicable to the property involved here.
3	MR. JOHNSON: I would say that's true, yes.
4	That's right.
5	QUESTION: Are you saying I want to I am
6	not I want to be sure I'm following your argument. Are
7	you saying the tests should be different depending on
8	whether the assume it's an instrumentality of the of
9	crime. On the one hand, you have an instrumentality can
10	be used for no lawful purpose, burglar tools or something
11	else, that that would have a different test than one where
12	you have an automobile and most of the time it's used for
13	perfectly legitimate driving, but on one or two occasions
14	it's involved in the drug trade. Are you saying there's a
15	different test depending on the character of the use of
16	that which is sought to be forfeited?
17	MR. JOHNSON: I think that's one of the factors
18	that should be taken into consideration I guess; that
19	among other factors, one of the factors should be is this
20	property used all the time for illegal purposes or is its
21	use incidental to the particular use illegal use.
22	QUESTION: And do you draw a distinction between
23	instrumentalities of crime and proceeds of illegal
24	activity?
25	MR. JOHNSON: I believe that proceeds of illegal
	23

_	activity yes, that's correct.
2	QUESTION: And which do we have in this case?
3	MR. JOHNSON: Well, this is not proceeds or
4	instrumentalities I would say because these
5	QUESTION: Then how did they get how could
6	they forfeit it if it isn't one or the other?
7	MR. JOHNSON: Because it's under the right to
8	forfeit homes and conveyances and businesses, real
9	property, whether it's
10	QUESTION: Yes, but it's real property, homes,
11	et cetera that are used in the furtherance of the drug
12	trade, isn't it?
13	MR. JOHNSON: Yes, but I would argue that it's
14	not an instrumentality because it hasn't been specifically
15	adapted for that use, that it's the fact that it was
16	done in that particular place was incidental to it.
17	QUESTION: And you're, in effect, arguing we
18	should limit the historic law like illegal distilleries
19	and things like that to properties that had no legitimate
20	basically had no significant legitimate use. Is that
21	it?
22	MR. JOHNSON: I would say that those particular
23	items would be more likely to be forfeited than something
24	that had some legitimate use. I guess that's where this
25	analysis would come into play, this factor analysis.

1	QUESTION: Well, it would seem to me that if
2	they had no legitimate use, that it would always be
3	proportional to forfeit it. I don't know when you could
4	say it's disproportionate to take a \$1 million
5	distillery would be no different from a \$10 distillery as
6	far as I could see.
7	MR. JOHNSON: If it's always used for I gues
8	that kind of depends on what the property is, though. If
9	let's say someone again has lost everything they have, if
10	it's their business or something like that, and if it's
11	not used, well then maybe there would be an argument that
12	it should not be forfeited.
13	QUESTION: Well, but if it's their business and
14	the only use is illegal, it's not the kind of business we
15	want to preserve.
16	MR. JOHNSON: That's true. If the sole use is
17	illegal, then it should be forfeited, yes.
18	I'll reserve the rest of my time for rebuttal.
19	Thank you.
20	QUESTION: Very well, Mr. Johnson.
21	Mr. Estrada.
22	ORAL ARGUMENT OF MIGUEL A. ESTRADA
23	ON BEHALF OF THE RESPONDENT
24	MR. ESTRADA: Thank you, Mr. Chief Justice, and
25	may it please the Court:

1	The issue in this case is whether the Eighth
2	Amendment requires that civil in rem forfeitures be
3	proportional to the criminal culpability of the owner of
4	the property. Seven of the eight courts of appeals that
5	have ruled on that question, including the court of
6	appeals in this case, have concluded that the Eighth
7	Amendment does not require that type of proportionality
8	review, and because the majority view is correct, the
9	judgment of the court of appeals in this case should be
LO	affirmed.
11	QUESTION: Mr. Estrada, historically do you
12	know the answer to this? Historically at the time the
13	Eighth Amendment was adopted, was there such a thing as in
L4	rem forfeiture of real property, or was it limited to
L5	ships and personal property?
L6	MR. ESTRADA: The there is no contemporary
L7	case that we've been able to find in which a specific
L8	issue was made of the fact. There is a case, Dobbins
L9	Distillery, which is cited in our case, in which the claim
20	was raised specifically that real property in that case
21	could not be forfeited, and the Court dealt with the real
22	property in the case much as it had dealt with the claims
23	of ships and the like without giving any indication
24	whatsoever that the real estate, by virtue of being that
25	type of property interest, couldn't be forfeited under the

_	Continon law.
2	The statute in that
3	QUESTION: In that case, Mr. Estrada, was it a
4	leasehold interest or a fee interest?
5	MR. ESTRADA: I think the fee interest was
6	forfeited. The facts of the case were that the claimant
7	had leased the interest to someone who then used it for
8	the purpose of a distillery business, and the person who
9	was so using it was putting it to a lawful use so long as
10	he kept records and paid taxes, which he failed to do.
11	Now, as a result of the acts of the lessee in not doing
12	what he was supposed to do, the property, including the
13	tract of land, was forfeited to the Government.
14	And the statute in that case was very clear that
15	the tract of land was to be forfeited. It was a statute
16	passed by Congress I believe on July 20, 1868 and is found
17	at 15 Stat., page 133. There was no indication in the
18	Court's in how the Court dealt with the case that it
19	thought of this as being in any way unusual.
20	QUESTION: Didn't they set aside I haven't
21	looked at the case for quite a while. Didn't they set
22	aside part of the forfeiture in that case?
23	MR. ESTRADA: That is not my recollection.
24	QUESTION: And your understanding is that even
25	though it was a leasehold, actually what was forfeited was
	27

1 the fee interest in the property. 2 MR. ESTRADA: That is what how we read the 3 case, and the statute I think was very clear. It actual 4 made reference to the tract of land rather than to the 5 interest of the owner. 6 QUESTION: What's the name of the case, Mr. 7 Estrada? 8 MR. ESTRADA: Dobbins 9 QUESTION: Dobbins? 10 MR. ESTRADA: Distillery, which is cited in 11 our brief, Mr. Chief Justice. 12 Now, this Court has long understood the Eight 13 Amendment with its references to bail, fines, and 14 punishments, to be directed to the criminal law function 15 of the Government. And consistent with that 16 understanding, this Court in Brown and Ferris concluded
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17 that the word fine, as used in that amendment and as
understood by the Framers, meant a payment to a soverei
19 as punishment for some offense.
Our claim here is that civil in rem forfeitur
21 are not fines under the Eighth Amendment and do not
otherwise implicate the Eighth Amendment because they h
23 never been considered punishment for an offense.
QUESTION: Well, now, doesn't Halper indicate
25 that a civil pecuniary sanction, designed to be remedia

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2	MR. ESTRADA: I think Halper indicates that
3	there are certain cases in which the Court will disregard
4	the label that Congress has chosen to put on a given
5	exaction, but under certain very limited circumstances.
6	Both Halper and the case of Bell v. Wolfish, which is
7	cited, do what is in essence an as-applied challenge to a
8	specific Government conduct; that is, a claim that even
9	though a statute is civil in the usual case, as applied in
10	the case, it should be considered forbidden punishment.
11	But in the type of as-applied challenge, both
12	Halper and Bell concentrated on the seventh Mendoza-
13	Martinez factor, which is whether the Government conduct
14	seems excessive in relation to the nonpunitive purpose as
15	being claimed for it.
16	The theory of both cases, which was a theory
17	that won in Halper and lost in Bell v. Wolfish, was that
18	if the Government exaction in the specific case is so
19	patently out of kilter with the stated nonpunitive
20	purpose, then the court may safely infer that the true
21	purpose was something else, i.e., the desire to use the
22	sanction in the specific case, not to further the purpose
23	of the statute, but to inflict what is, in essence,
24	punishment. Halper makes very clear that the road to that
25	level of lack of rationality is very long and there are

1 can be punitive?

T	very lew cases in which the specific invocation of
2	QUESTION: Where it would meet the standard.
3	Well, should this case be subjected to a Halper inquiry do
4	you think?
5	MR. ESTRADA: I think every case in which the
6	Government conduct is challenged can be subjected to a
7	Halper inquiry. We think that this class of cases,
8	including this specific case, is of such a nature that the
9	inquiry should never be successful because since the whole
10	point of the in rem forfeiture statute is to make the
11	property unavailable for further unlawful use and to
12	compensate the victims of the unlawful use, it will never
13	be a case in which the specific invocation of the
14	forfeiture statute will exceed the bounds that the Court
15	outlined in Halper.
16	QUESTION: Well, we can accept in this case, can
17	we not, Mr. Estrada, that the purpose of the forfeiture
18	statute is supplementary to the criminal laws because it
19	deters and punishes?
20	MR. ESTRADA: I think you can certainly accept
21	that the civil forfeiture statute in this case is part of
22	a whole set of weapons, if you will, that Congress chose
23	to use for a very grave social issue, and we certainly
24	concede that it is part of the statute that certain owners
25	will be deterred from using the property in this way.

1	We do not agree with the claim that anytime
2	there is any element of deterrence in Government action,
3	that that automatically means that the action should be
4	set aside or that it should be examined under heightened
5	constitutional scrutiny, and we don't think
6	QUESTION: Well, in addition to deterrence, it's
7	punishment, is it not, in the civil forfeiture context
8	that we have here?
9	MR. ESTRADA: We don't think that what we have
10	in this case, either as a general matter or in the
11	specific facts of this case, that we can call this
12	punishment in the constitutional sense, Justice Kennedy.
13	QUESTION: Well, in the brief that the Justice
14	Department filed in the Parcel of Land case that we
15	decided earlier this term, the Solicitor General is quoted
16	at length from the Senate committee report indicating that
17	the purpose of these laws would be to deter and punish
18	further because criminal sanctions were ineffective to
19	combat the drug trade. So, I just think that we ought to
20	recognize that the purpose of this law is to deter and
21	punish.
22	If we do recognize that, do you have a more
23	difficult case?
24	MR. ESTRADA: Yes, I think we would.
25	I just as a comment on that cite, it is often
	31

- 1 the case that a word can be used by Members of Congress,
- 2 such as the word punish, in a sense which is broader than
- 3 the constitutional sense. And we think that even though
- 4 there are, in fact, some such statements in the
- 5 legislative record, that the structure of the statute, the
- 6 language of the statute, and the history of this type of
- 7 thing show that this is not punitive in the constitutional
- 8 sense. And as to that point, I think we would simply
- 9 point to the tests that this Court has followed in a case
- 10 like Mendoza-Martinez.
- 11 QUESTION: If we thought it was punishment, do
- 12 you lose?
- MR. ESTRADA: Excuse me, Justice Stevens -- I
- 14 mean, Justice White. I'm sorry.
- 15 QUESTION: If we thought this was punishment,
- this amounted to punishment, would you lose?
- 17 MR. ESTRADA: No. If you thought that this was,
- in fact, punishment in the constitutional sense, there
- 19 would still be the claim as to whether it is excessive
- 20 punishment. The Eighth Amendment doesn't outlaw
- 21 punishment.
- 22 QUESTION: But you would say, however, that if
- 23 it is punishment, it is -- the Eighth Amendment is
- 24 applicable to civil cases.
- 25 MR. ESTRADA: Yes. I think it is true that

1	congress cannot get out of the Eighth Amendment simply by
2	the label that it places on something. It is also
3	QUESTION: Does it have to be some connection
4	with a criminal case?
5	MR. ESTRADA: Yes. I think this Court would
6	have to conclude under the tests that this Court has
7	always applied in similar inquiries like the Mendoza case
8	that in fact what this statute does is to inflict
9	punishment in the constitutional sense. And if that were
10	the case, then it would follow that you could, in fact,
11	look at what the Government is doing under the Eighth
12	Amendment.
13	Our principal claim in this case is that
14	something of this type, by reason of history and by reason
15	of the fact that the history still serves a purpose to
16	this day, should not be considered punishment in the
17	constitutional sense.
18	QUESTION: Do you think historically the
19	excessive fines notion applied at all in civil cases?
20	MR. ESTRADA: No. No, and I think when the
21	Court went over the history of the excessive fines
22	language in the Eighth Amendment in the Brown and Ferris
23	case, the Court concluded that to the Framers the
24	excessive fines that the fines that are mentioned in
25	the Eighth Amendment were payments to the sovereign as

1	punishment for some offense because then and now fines are
2	assessed in criminal cases.
3	QUESTION: So, the answer historically would be
4	if a fine is payable to the sovereign as a fine, if it's
5	as punishment, it doesn't make any difference that it's a
6	civil case.
7	MR. ESTRADA: That is right, Justice White.
8	I should say that in looking at the issue of
9	whether this is, in fact, punishment in the constitutional
LO	sense, there are tests that this Court has always applied,
11	most notably the Mendoza-Martinez factors. And using that
12	very test, this Court only a few years ago ruled that a
L3	very similarly worded in rem forfeiture statute was not
L4	punishment under the Mendoza-Martinez factors. That case
L5	is One Assortment of 89 Firearms, which is cited in our
16	brief, and in that case, the statute in question mandated
17	forfeiture of all firearms used or intended to be used in
18	violations of the Gun Control Act or any other criminal
19	law of the United States.
20	QUESTION: So, what if we say that we think this
21	is punishment contrary to your belief? Is there any
22	difference between saying it's an excessive fine or it's
23	cruel and unusual punishment?
24	MR. ESTRADA: We don't think that the

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constitutional standard in that event would be

1	significantly different because in either case, you would
2	be looking at whether the Government exaction is extremely
3	out of kilter with what the Government is trying to do
4	with the exaction.
5	QUESTION: So, what would be the standard under
6	the excessive fines route if we said, well, this is
7	punishment, and so the Excessive Fines Clause applies?
8	MR. ESTRADA: We think that the standard would
9	be comparable to the standard that the Court used in
10	Harmelin, which is in the first instance to ask whether
11	the fine or the punishment is grossly disproportionate to
12	the gravity of the crime.
13	QUESTION: So, you do say that the standard
14	would be roughly the same
15	MR. ESTRADA: Yes, we do, Justice White.
16	Our principal claim here is that this type of
17	conduct is not punishment, but even if it is, our
18	alternative claim is that under the Harmelin standard,
19	this conduct couldn't be found to meet the level of
20	excessiveness that would counsel setting it aside.
21	QUESTION: Mr. Estrada, historically did these
22	in rem forfeitures contain an exclusion for the property
23	of innocent persons?
24	MR. ESTRADA: Yes, Justice Scalia, in a very
25	limited sense. Not innocence of the crime as such. There

1	is an 1808 case written by Chief Justice Marshall that was
2	cited in this Court's opinion in Calero-Toledo, and the
3	name of the case is Peish v. Ware, which is cited at page
4	689 of Calero-Toledo and is reported at Fork Ranch 347.
5	That was a case in which a ship had been wrecked
6	on the coast of Delaware. The goods were taken to the
7	coast, and the Government brought a forfeiture action
8	claiming that shortly after the ship was shipwrecked, the
9	goods had been found in Delaware without tax stamps.
10	The Government lost that case, Chief Justice
11	Marshall saying what seemed to be a statement of the
12	common law of forfeiture, that a forfeiture wouldn't lie
13	at common law in a case where there was nothing that the
14	person, on whom the forfeiture would work, could have done
15	to keep it from happening. And we would take that as
16	being part of the common law of forfeiture.
17	This Court's case in Calero-Toledo cited that
18	and in addition said that invoking a forfeiture under
19	those facts would likely be a violation of due process.
20	In addition, footnote 27 in Calero-Toledo
21	pointed out excuse me that since 1790 the Federal
22	Government has had statutes that provide for the remission
23	of forfeitures as a matter of administrative grace when
24	the owner can show that he was without intent or without
25	willful negligence, and that goes back to 1790. We think
	26

1	that Congress' decision to include something very much
2	like that in this statute, as a matter of statutory right
3	rather than as a matter of grace, really doesn't change
4	what the nature of the action
5	QUESTION: It doesn't stop it doesn't turn it
6	from remedial into punitive.
7	MR. ESTRADA: Correct, because that has always
8	been there. Throughout the history since 1790, there have
9	been some statutes that actually vest that type of claim
10	with the court and there are some statutes now where a
11	claimant can go to a court and ask that the forfeiture be
12	mitigated rather than going to an agency, but that has
13	always been there since 1790. And making this a matter of
L4	statutory right doesn't change the nature of the action.
L5	QUESTION: Just looking at it from the other
L6	side, that sort of provides an answer to the question that
17	I asked your brother, and that is, assuming we do find
18	that there's something punitive here and we don't classify
19	it as immune from review merely as a remedial forfeiture,
20	there seems then to be a historical basis for us not to
21	have to worry about the case of the truly innocent owner
22	subject to the classic historical forfeiture because that
23	person, based on your case from Fork Ranch, may very well
24	have had a defense to the forfeiture all along.

MR. ESTRADA: I think we have to -- yes, but I

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1	think we have to distinguish two meanings of innocence in
2	this context. When the Court has always said that
3	innocence is not relevant, what it had meant as the cases
4	make clear is that you needn't be guilty of a crime.
5	However, it is still possible and, indeed, likely that you
6	haven't been very careful with your property.
7	QUESTION: In the case of the parents whose
8	child uses the house to store drugs that he sells on the
9	street, you would say if they had reason to know that he
10	was using them, their property would historically be on
11	historical grounds be subject to forfeiture in the absence
12	of any statutory defense; whereas, if they had not in any
13	way been negligent in failing to know of the fact that he
14	was using his room as a storehouse for the drugs he was
15	selling, they would have a defense.
16	MR. ESTRADA: Well, I think that that's not
17	necessarily the case because I think what Chief Justice
18	Marshall had in mind and what we have had through the
19	history is the imposition of a very high standard of care
20	
21	QUESTION: A an affirmative obligation
22	MR. ESTRADA: on the owner.
23	QUESTION: really to take
24	MR. ESTRADA: Right, and
25	QUESTION: to take care that it not be used.

1	MR. ESTRADA: Correct, and I think that that is,
2	in fact, what we think has historically justified civil
3	forfeitures. The civil forfeiture statutes go on the
4	really common sense premise that there are certain uses of
5	property that are so harmful and so socially undesirable
6	that the law must place every incentive on the owner of
7	the property to make sure, even if that takes taking
8	affirmative steps, that no one, whether the owner knows
9	about him or not, will inflict those harms on society with
10	the owner's property.
11	QUESTION: And that, of course, would be your
12	answer to the claim of the so-called innocent owner who
13	was merely negligent.
14	MR. ESTRADA: Right.
15	QUESTION: Yes.
16	MR. ESTRADA: Yes, and we would say that as a
17	historical matter, that person wouldn't have that type of
18	a claim because the whole point of having a remedy of this
19	type is to take note of the fact that there are certain
20	things that only an owner can do and only an owner can
21	take care of his property and make sure that it is not
22	broken into and turned into a crack house, for example.
23	QUESTION: But all that analysis, Mr. Estrada,
24	proceeds from the line of cases that essentially began
25	with forfeitures in the maritime area and forfeitures of

1	certain kind of chattel. But isn't it true that at early
2	common law, one of the benefits, at least to the nobles,
3	of classifying certain crimes as felony was so that they
4	could have forfeiture. Forfeiture was intricately bound
5	up with the definition of crime at a very early English
6	law, was it not?
7	MR. ESTRADA: Well, I think
8	QUESTION: And didn't the Framers recognize
9	that?
10	MR. ESTRADA: There were two types of forfeiture
11	at early common law, Justice Kennedy. One of them was th
12	so-called forfeiture of estate, which really was in
13	personam and really only came into play when the
14	Government proved with a judgment of conviction that the
15	person had, in fact, been convicted of a crime.
16	The other type of forfeiture really didn't have
17	anything to do with the crimes that were hurting the
18	king's bench. It was in a completely different court
19	system, the Court of the Exchequer, and that type of
20	forfeiture, which is, in essence, what is at issue here,
21	didn't partake of the rationale that you just gave I
22	think.
23	QUESTION: It seems to me that the Framers were
24	concerned that the criminal laws not be used to impose
25	excessive punishments, and certainly in the early history

1	of England, that was true with reference to forfeitures
2	for felonies.
3	MR. ESTRADA: Right, but it is not the same type
4	of forfeiture that is at issue here, Justice Kennedy. If
5	this were a case in which the forfeiture could only be had
6	upon the conviction of a crime, we don't we would not
7	be here because we would concede that the essence of that
8	sort of action is on the person.
9	What we do have here is a statute that really
10	doesn't need the criminal law other than to state a
11	other than to set a standard of conduct and, taking that
12	as the standard of conduct, then says if your property has
13	been used or is intended to be used for this purpose, then
14	we will make sure that that harm doesn't come to pass by
15	placing the property in the hands of someone who can give
16	surety to society as a whole that these harms won't
L7	happen. And I think that's a very different type of
L8	forfeiture than the forfeiture that you have in mind,
L9	Justice Kennedy.
20	QUESTION: May I ask you a question, Mr.
21	Estrada? Your discussion of two kinds of innocence and
22	the different your colloquy with Justice Kennedy brings
23	this to mind.
24	In the Dobbins Distillery case that you
25	describe, the landlord knew that the property is going to

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1	be used for a distillery and perhaps had a higher duty to
2	be sure they kept the records properly and so forth. But
3	you say you would apply the same standard in a case like
4	that as if just an ordinary landlord rented a flat
5	somewhere to a party and had no reason to believe it was
6	to be used for anything but a residence, and it turned out
7	that the tenant dealt in drugs in the flat without any
8	knowledge of the landlord.
9	Would you say that the fee interest of the
10	landlord would be forfeitable equally as on those facts
11	as in the distillery case?
12	MR. ESTRADA: Well, it would not happen under
13	this statute because of the
14	QUESTION: No. I'm just talking about would the
15	constitutional objection if there was any
16	constitutional problem at all, would you say the analysis
17	would be the same
18	MR. ESTRADA: Yes, although
19	QUESTION: in a case where you know that it's
20	the kind of business that has special duties and special
21	concerns on the one hand, and just rent it as a residence
22	on the other?
23	MR. ESTRADA: I think the mode of looking at the
24	question would be the same in the sense that you would ask
25	the same questions, i.e., whether the owner did everything

1	that he physically could to ensure that this didn't
2	happen. I think if the owner, for example, never was
3	around to see all of the suspicious people come and go and
4	really made no effort whatsoever to stop by and look at
5	the property, it is possible that that person would lose.
6	Someone who did take those steps, we would think
7	that as a matter of common law, he would have exercised
8	every care that the law could ask of him. And if after
9	every care and physically and after physically doing
10	everything that he could, the harm still came to pass, we
11	would understand the common law as giving that person a
12	defense.
13	Unless the Court has any further questions,
14	we'll rely on our briefs.
15	QUESTION: Thank you, Mr. Estrada.
16	Mr. Johnson, you have 3 minutes remaining.
17	REBUTTAL ARGUMENT OF RICHARD L. JOHNSON
18	ON BEHALF OF THE PETITIONER
19	MR. JOHNSON: Thank you, Your Honor.
20	Counsel for the Government talks about the
21	Kennedy v. Mendoza-Martinez criteria. Applying that
22	criteria to this case, it's clear that the actions of the
23	Government in this case do constitute punishment.
24	First is whether it creates an affirmative
25	disability or restraint. Obviously, the loss of Mr.

1	Austin's business and his home was a disability on him.
2	Whether it historically has been regarded as
3	punishment. We'd argue that this type of forfeiture that
4	occurred in this case has historically been regarded as
5	punishment because we argue that it goes back to the time
6	of the Framers and prior to that what they understood as
7	punishment to be.
8	QUESTION: Would the answer on proportionality
9	be different if it was 600 grams instead of 2?
10	MR. JOHNSON: I would argue that that would be a
11	more that would be a factor which would be more
12	detrimental to Mr. Austin, obviously, yes. Yes. The
13	answer
14	QUESTION: Even though he's deprived of his
15	entire livelihood.
16	MR. JOHNSON: If it was 600 grams, there's more
17	of a chance that probably the place was being used to
18	store drugs too. That very likely could be the case, but
19	again, that's a it's a an analysis that has to be
20	determined I think by the court in the first instance, by
21	the district court. In other words, all the factors have
22	to be taken into consideration.
23	The third factor is whether it comes into play
24	on a finding of scienter. In this case, the statutes
25	themselves indicate that scienter is a factor. In other

1	words, if the owner does not know of the drug use, then
2	it's a defense.
3	Four, whether the operation will promote the
4	traditional aims of punishment, retribution, and
5	deterrence. In fact, that is the case here too. This
6	civil forfeiture under 21 U.S.C. 881(a)(4) and (a)(7) does
7	promote
8	QUESTION: So, the more lenient Congress is with
9	respect to the mental element, scienter, the more it is
10	criminal?
11	MR. JOHNSON: I don't think I'm saying that. I
12	guess
13	QUESTION: Well, I thought you said that if the
14	statute provides that lack of scienter is a defense, then
15	that tends to make it a criminal statute. Did I
16	misunderstand?
17	MR. JOHNSON: Yes, that's true. Yes. In this
18	particular case
19	QUESTION: So, the more lenient Congress is with
20	respect to the party involved, the more it's criminal
21	rather than civil. That strikes me as astounding.
22	MR. JOHNSON: Well, one of the factors of
23	whether or not it's punishment is whether or not scienter
24	is involved, and that in this particular case, if you

are an innocent owner, then that is a defense to the civil

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1	forfeiture. So, that's that is one of the factors in
2	this case.
3	Next, whether the behavior to which it applies
4	is already a crime. As I indicated, the statutes do tie
5	the civil forfeiture to the violations of the controlled
6	drug statutes.
7	And I see my time is up. Thank you.
8	CHIEF JUSTICE REHNQUIST: Thank you, Mr.
9	Johnson.
10	The case is submitted.
11	(Whereupon, at 2:08 p.m., the case in the above-
12	entitled matter was submitted.)
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## CERTIFICATION

Alderson Reporting Company, Inc., hereby certifies that the
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The United States in the Matter of: Case No. 92-6073
Richard Lyle Austin, Petitioner v. United States

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(REPORTER)