1	COURT OF APPEALS
2	STATE OF NEW YORK
3	
4	MATTER OF GLICK, Appellant,
5	-against-
6	No. 107 HARVEY,
7	Respondent.
8	20 Eagle Street Albany, New York 12207 June 02, 2015
9	, '
10	Before:
11	CHIEF JUDGE JONATHAN LIPPMAN ASSOCIATE JUDGE SUSAN PHILLIPS READ
12	ASSOCIATE JUDGE EUGENE F. PIGOTT, JR. ASSOCIATE JUDGE JENNY RIVERA
13	ASSOCIATE JUDGE SHEILA ABDUS-SALAAM ASSOCIATE JUDGE LESLIE E. STEIN ASSOCIATE JUDGE EUGENE M. FAHEY
14	Appearances
15	Appearances:
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1 CHIEF JUDGE LIPPMAN: Counselor, would you like any rebuttal time? 2 3 MS. HALLIGAN: I would. Three minutes, 4 please, Your Honor. 5 CHIEF JUDGE LIPPMAN: Three minutes. 6 ahead, counselor. You're on. 7 MS. HALLIGAN: Chief Judge Lippman and may 8 it please the court, Caitlin Halligan for 9 petitioners. 10 There's no question that New York City has 11 manifested its intent to the public to dedicate the 12 parcels that it - - -13 CHIEF JUDGE LIPPMAN: Counsel, what - - -14 what about the attempts over the years to change the 15 status of - - - of these - - - whatever you want to 16 call them - - - parks or properties, and - - - and 17 that failed in that effort? How does that impact on 18 your argument about these being designated parklands? MS. HALLIGAN: Both the City and NYU make 19 20 much of what they call determinations by the City not 21 to follow through on efforts to remap these parcels. 22 That is completely beside the point here, for the 23 following reasons. CHIEF JUDGE LIPPMAN: Is it beside the 2.4

point if everyone understands that those attempts are

	being made and that they're not officially parks?
2	How does how does that all play in?
3	MS. HALLIGAN: Well, first of all, Your
4	Honor, the question here is, what is the intent that
5	is manifest to the public? That's the standard that
6	this court has set forth going back to the 1800s.
7	It's what you suggested, Judge Pigott, just last term
8	when you said the question with the Public Trust
9	Doctrine is, what are the ordinary expectations of
10	reasonable
11	JUDGE STEIN: Well, isn't that some
12	MS. HALLIGAN: citizens.
13	JUDGE STEIN: some indication of
14	intent manifested to the public when the public asks
15	for official dedication of something as parkland, and
16	and the City says no?
17	MS. HALLIGAN: First of all, the the
18	effort
19	JUDGE STEIN: Why doesn't that manifest
20	intent to the public?
21	MS. HALLIGAN: Because it is it is
22	completely a question of subjective intent. Its
23	behind-closed-doors determination
24	JUDGE STEIN: No, it's not, subjective.
25	It's manifested by the denial of the request,

publicly, to change the designation.

2.4

MS. HALLIGAN: Here, the City initiated an -- an effort to remap these parcels. NYU objected. The City decided it did not need to proceed with the effort to formally remap these parcels, which is a question of express dedication. And that doctrine, this court has long held, is distinct from ---

JUDGE STEIN: But you want to - - -

MS. HALLIGAN: - - - implied dedication.

DUDGE STEIN: - - - you want to ignore everything that the City did expressly not to change the designation and say that because they allowed the use for however long a period of time, and - - - and put - - put up signs to say, look, the public, you can come in here; we're - - - we're allowing you to come in here; this is a park; you can - - - you can use this. But - - so any time they do that, that - - that automatically makes it implicit dedication?

MS. HALLIGAN: We're not suggesting that, at all, Your Honor. The indications that the City gave the public that these parcels should be used as parks, could not be more unequivocal. The trial court looked carefully at that and pointed, just by way of example, to - - -

1	JUDGE RIVERA: Well, why aren't the permits
2	and the leases dispositive on the intent question?
3	MS. HALLIGAN: Those are really
4	bureaucratic documents that are about the agency that
5	claims to have jurisdiction over these spots. That
6	is not a question of what's manifest to the public -
7	
8	JUDGE RIVERA: What
9	MS. HALLIGAN: and in addition, Your
10	Honor
11	JUDGE RIVERA: Well well, the
12	the point is that the transfer of the ability to
13	maintain the parks from one entity to another
14	internally, turns on these permits and leases. So
15	why isn't that an internal representation that there
16	is no intent for dedication to parkland?
17	MS. HALLIGAN: What should govern here
18	_
19	JUDGE RIVERA: What other understanding
20	would there be?
21	MS. HALLIGAN: What should govern here is
22	the objective manifestation that's delivered to the
23	public. That's completely consistent with
24	JUDGE ABDUS-SALAAM: What does that exactly
25	counsel, what ex what exactly is the

objective manifestation to the public; that it 1 2 continues to be used as a park? 3 MS. HALLIGAN: Well, there are - - - there 4 are many here. So let's look at Mercer, for example. 5 With regard to the question of agency jurisdiction, I 6 would ask you to take a look at a couple pages in the 7 record. Page 2008, there is a sign that is posted on 8 Mercer playground, which says this property has been 9 formally transferred from the Department of 10 Transportation to the Department of Parks. So if 11 agency jurisdiction mattered that's - - -JUDGE RIVERA: Well - - - well, it could 12 13 have said this - - -14 MS. HALLIGAN: - - - a clear 15 representation. 16 JUDGE RIVERA: - - - this piece of property 17 is formally dedicated as a park. Does it say that? MS. HALLIGAN: It could have said - - - it 18 19 could have said this property is on loan. It did not 20 say that. City officials stood up from the - - -21 JUDGE RIVERA: Why would it need to say 22 that, if you've got these permits and leases that 23 apply to all these parcels except for the Dog Run? 2.4 MS. HALLIGAN: Again, the permits and 25 leases and the question of agency jurisdiction,

really is about what the City inside, internally, as 1 2 a bureaucracy, thinks about the way it wants to 3 administer these properties. Going all the way back to the 1800s, if you look for example - - -4 5 JUDGE RIVERA: So if you have that as your 6 - - - let's go with what you're arguing, this kind of 7 internal protocol, and you have as Judge Stein has 8 already mentioned, the public refusal to remap, why 9 isn't that enough to get past the hump of some 10 signage, some dedication, some ceremony? 11 MS. HALLIGAN: At that dedication ceremony, 12 City officials stood up and said that this property 13 had become a park, and in fact had been transferred -14 15 JUDGE RIVERA: Can any City official stand 16 up on any piece of property - - -17 MS. HALLIGAN: No, but - - -18 JUDGE RIVERA: - - - and say it's a park? MS. HALLIGAN: - - - but the mayor did so. 19 20 That question might also be relevant to express 21 dedication. In addition, until six months into this 22 23 litigation - - - I would also ask you to look at page 2.4 3081 of the record - - - the City's own Web site made 25 the exact same statement. Likewise, the program at

1 the dedication said this is a park, it has been 2 transferred from the Department of Transportation. 3 In addition, there is an extraordinary 4 amount of public funding - - - at Mercer, for 5 example, it was the Parks Department architect that 6 designed that park. The record is replete with those kinds of indicia, and that's what the ordinary 7 citizen walking down the street perceives these 8 9 parcels to be, and that's - - -10 JUDGE READ: So - - - so what does the City 11 have to do - - - and if you're right, if we agree 12 with you - - -13 MS. HALLIGAN: Yes. JUDGE READ: - - - what does the City have 14 15 to do in the future? There are a lot of the parcels, 16 I think, scattered through New York City - - -17 MS. HALLIGAN: I'm really - - -JUDGE READ: - - - to make sure that - - -18 19 MS. HALLIGAN: - - - glad you raised that. 20 Because the City suggests that this is some kind of a 21 gotcha claim that we have here. That couldn't be further from the truth. For a couple - - -22 23 JUDGE READ: What do they do - - - what do 2.4 they do in the future so - - - so that they can let

the public use a parcel that's otherwise unused, let

1	the Parks Department administer it or manage it, but
2	not be met with the argument that that they
3	have therefore impliedly dedicated it as parkland?
4	MS. HALLIGAN: They can do two things, Your
5	Honor. First of all, they could, for example, say
6	this area on loan, this area temporary; any word like
7	that which would convey to an ordinary citizen
8	exactly what the status of that land is.
9	Secondly, and perhaps more importantly
10	-
11	JUDGE STEIN: Have they ever done that, by
12	the way? Have they ever done that?
13	MS. HALLIGAN: There are many spots in the
14	city which the City now claims they say there
15	are 2,000 might somehow be vulnerable to this
16	kind of claim. If you
17	JUDGE STEIN: But up until now, the City -
18	nobody's ever suggested that that's what they
19	need to do?
20	MS. HALLIGAN: The City is well aware of
21	the law, and certainly is charged with its knowledge,
22	just as a private landowner is. This court has been
23	
24	CHIEF JUDGE LIPPMAN: Counsel, so what's
25	the test? Is it that you have a sign? Is it that

1	you have dedication? What is it? What is is
2	it the length of years that you use it for a
3	particular purpose?
4	MS. HALLIGAN: There there
5	CHIEF JUDGE LIPPMAN: What's the
6	what's the rule? What's the test?
7	MS. HALLIGAN: Three three points,
8	Your Honor. First of all, what the case law says and
9	what's satisfied here, is what's the intent manifest
10	to the public. So the City should be clear about the
11	status. Secondly
12	CHIEF JUDGE LIPPMAN: So so if you
13	have a sign, that's the intent manifested to the
14	public?
15	MS. HALLIGAN: I think if you have a sign
16	that says this is a park and has been formally
17	transferred, that manifests intent. And conversely,
18	you could easily write a sign that would be clear
19	that the City was not offering it out as a park
20	permanently. Second
21	CHIEF JUDGE LIPPMAN: But what if but
22	let's take the situation on a more global
23	MS. HALLIGAN: Yes.
24	CHIEF JUDGE LIPPMAN: aspect. You
25	have a sign and yet, forget the particular process,

but there's some process where they try and really make it into a park, and that's denied. How do you balance the two? The I - - we understand what you're saying. You might have certain facial, you know, indicia that it's a park, and yet you have some process where no, we're not going to make it a park. How do you balance those two competing - - -

MS. HALLIGAN: I think that this is a singular circumstance, because there is no dispute anywhere in the record that these parcels, while initially mapped as streets in the 1950s, they were mapped because the City was very interested in building an expressway through lower Manhattan. That plan was abandoned by the mid-60s. From that point forward, there has never been any evidence - - - as the trial court found, and neither the respondents nor the City could contest - - - that the Department of Transportation will ever have any intention to reclaim these parcels and use them as streets.

JUDGE PIGOTT: But if you look at - - - MS. HALLIGAN: So - - -

JUDGE PIGOTT: - - - the - - - if you look at the record at 2477, the revocable license agreement with respect to LaGuardia Corner Gardens -

2.4

1 MS. HALLIGAN: Yes. 2 JUDGE PIGOTT: - - - and it - - - and it 3 calls itself a revocable license agreement dated 4 2009, does that have any meaning at all, in your 5 view? I believe that that is 6 MS. HALLIGAN: 7 exactly the kind of subjective intent that the public is not aware of. There are also statements that cut 8 9 the other way. For example - - -10 JUDGE PIGOTT: Does that - - - does that 11 mean that even though they did this, it's meaningless 12 and - - - and to pick up on, I think, one of the 13 other arguments of your opponents are that that 14 subjects the City to almost adverse possession? 15 MS. HALLIGAN: Absolutely not. The reason that these kinds of behind-closed-doors documents or 16 17 questions of what did the City really mean instead of what did the public see, here's why that's not an 18 19 administrable or predictable inquiry. If you look, 20 for example, at page 3257 of the record, Your Honor -21 22 JUDGE PIGOTT: But just to stick with mine 23 for a minute, the licensee here is the - - - is 2.4 LaGuardia Corner Gardens. I don't know who they are,

but I assume they're not the City. So it wasn't like

1 behind closed doors. I mean, they gave this license 2 to some organization - - -3 MS. HALLIGAN: They didn't give it to the public at large. This also covers only one parcel, 4 5 of course. 6 JUDGE PIGOTT: Right. 7 MS. HALLIGAN: But they didn't give it to 8 the public at large. 9 The same question - - - the same argument 10 applies to the argument that - - - that respondents 11 in - - - the City and NYU make, for example, about 12 the permit that was initially issued in 1995, with 13 regard to Mercer Playground. There was a permit - -14 15 JUDGE RIVERA: If they had put it on a Web page, if they - - - if they put the permits up on a 16 17 Web page? 18 MS. HALLIGAN: It would be a closer case, 19 especially if they didn't put something up on the Web 20 page - - -21 JUDGE RIVERA: Who decides to put up the 22 sign on the park? 23 MS. HALLIGAN: I assume - - -2.4 JUDGE RIVERA: Who makes that decision? 25 MS. HALLIGAN: - - - I assume that the

1	Department of Parks
2	JUDGE RIVERA: Okay, but the Department of
3	Parks
4	MS. HALLIGAN: in conjunction
5	JUDGE RIVERA: has a lease. So they
6	put up a sign that's contrary to the actual permit
7	and/or lease. What
8	MS. HALLIGAN: Your Honor, these
9	these questions along with the ones that Judge Pigott
10	is raising, is exactly why this formulating the
11	inquiry in this way, I think is inadvisable. Because
12	it requires you to have a debate about what an agency
13	official actually thought or meant, or what a piece
14	of paper from forty years ago said.
15	The more appropriate
16	CHIEF JUDGE LIPPMAN: But counsel, is your
17	argument really if it looks like a park it is a park?
18	MS. HALLIGAN: My argument is that
19	CHIEF JUDGE LIPPMAN: Isn't that what
20	you're really saying? If there's some facial
21	indication that it's a park
22	MS. HALLIGAN: No, we're not making
23	CHIEF JUDGE LIPPMAN: then then
24	that carries the day?
25	MS. HALLIGAN: we're not making an

argument that's nearly that broad. 1 2 CHIEF JUDGE LIPPMAN: What is the - - -3 what is the argument? 4 MS. HALLIGAN: What we're making - - - the 5 argument that we're making is, that if the City 6 clearly manifests through its acts and declarations -7 - - for example: maintenance, improvements, public 8 declarations, public dedication ceremonies where they 9 claim - - -10 JUDGE RIVERA: And for how long do they 11 have to do those things? MS. HALLIGAN: Your cases have indicated 12 13 that there's not a bright line, so it's different 14 from other doctrines. But certainly the decades that 15 we have here are enough. Especially when, again, if you look at the context, this is not a question about 16 17 whether a piece of land that has been used as a 18 street will now become a park. 19 JUDGE STEIN: Well, don't they - - -2.0 MS. HALLIGAN: It has never been used. 21 JUDGE STEIN: - - - doesn't the City define 22 street in a very broad sense, including pedestrian 23 walkways, and things of that nature? So isn't it 2.4 quite possible that they - - - they could want to do

that in the future? And - - - and I guess the

1 question is, why should we be speculating, really, on 2 that, either way? 3 MS. HALLIGAN: Well, the - - - the argument 4 that they are making with regard to streets, as I 5 understand it, is that because the state statutes lay 6 out a procedure for discontinuing streets, you can't 7 have implied dedication as a park. That's wrong - -8 - just flat-out wrong, for the following reason. 9 The implied dedication doctrine and the 10 Public Trust Doctrine obviously are common law. If 11 the legislature meant to extinguish those very 12 longstanding principles, when it adopted all of those 13 statutes that lay out what procedures the City goes 14 through in order to demap a street, then no question 15 the legislature would have had to say so clearly, and it did not. 16 17 I see my time has run. Thank - - -JUDGE FAHEY: 18 Just one question. 19 CHIEF JUDGE LIPPMAN: Yeah, go ahead, Judge 20 Fahey. 21 MS. HALLIGAN: Yes? 22 JUDGE FAHEY: Taking a step back, in 23 looking at the whole record, it seems that you have 2.4 two theories of implied dedication. One is the case

law theory that says that it - - - it has to be

1 deliberate, unequivocal and decisive; and then 2 there's kind of another theory that's an estoppel 3 theory. 4 So it doesn't seem to be deliberate, 5 unequivocal, or decisive here, though we could argue about that one way or the other. But the estoppel 6 7 theory is more interesting. And I'm wondering 8 whether estoppel can apply against a government 9 agency here? 10 MS. HALLIGAN: What is unequivocal here are 11 the manifestations - - -12 JUDGE FAHEY: Okay. But - - -13 MS. HALLIGAN: - - - to the public. JUDGE FAHEY: - - - leave that aside. 14 15 MS. HALLIGAN: What's unequivocal - - - I'm trying to get to your estoppel question. 16 17 JUDGE FAHEY: Yeah. MS. HALLIGAN: Sorry, Your Honor. 18 19 JUDGE FAHEY: Go ahead. 2.0 MS. HALLIGAN: What's - - - what's 21 equivocal here are these subjective indications of 22 The court has made clear in a number of 23 cases going back more than a century that implied 2.4 dedication has its roots in the doctrine of estoppel.

What that means is that the proper touchstone is what

did the public perceive?

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If you look at cases like Hunter and Cohoes, the court says if the honest expectations of the public are that it has access to a parcel of land for a specific public purpose, because it's been allowed to use that parcel for a long period of time, then it would be dishonest and a fraud to attempt to reclaim that property.

So this is not a claim that sounds in estoppel. This court has never suggested that the general rule that - - - that presumes no estoppel against a government agency somehow absolves the government itself from implied dedication. They have long been viewed as mutually - - -

JUDGE FAHEY: Yeah, there's not a lot of case law on it, but I was curious what you thought.

So - - -

MS. HALLIGAN: Well - - -

JUDGE FAHEY: - - - so you're saying, no,
it's not an estoppel theory?

MS. HALLIGAN: No, certainly not. And that's a very specific doctrine that says you can't - - or at least there's a presumption against not holding a government agency to an inadvertent mistake. And implied dedications have run against

1 the government since back in the - - - in the 1800s. 2 CHIEF JUDGE LIPPMAN: Okay, counsel. 3 MS. HALLIGAN: Thank you. 4 CHIEF JUDGE LIPPMAN: You'll have you 5 rebuttal time. 6 Let's hear from your adversary. 7 Counsel, if it looks like a park, and it's 8 held out to be a park, why shouldn't we consider it a 9 park in terms of implied designation? 10 MR. PASTOR: The answer to that - - - good afternoon, Your Honors. The answer to that question 11 12 really goes down to - - - it's all about context and 13 implied dedication. 14 So as a starting point, if you have 15 something that looks - - -CHIEF JUDGE LIPPMAN: I - - - I agree, it's 16 17 the context around it. In this particular case, do 18 you challenge the fact that it looks like, feels like 19 a park, at least some of these properties? 20 MR. PASTOR: We do challenge that premise 21 strongly with respect to - - - to many of the 22 parcels, so I think I might as well jump in with 23 respect - - -2.4 CHIEF JUDGE LIPPMAN: Go - - -25 MR. PASTOR: - - - to the parcel that looks

1	looks most and smells most like a park. And
2	that was the North Mercer Strip. And the reason I
3	refer to context with respect to that
4	JUDGE FAHEY: Is that the North LaGuardia
5	Strip? Is that
6	MR. PASTOR: It's actually the North
7	the North Mercer Strip, which is on the eastern side
8	
9	JUDGE RIVERA: Is that the playground?
LO	MR. PASTOR: of the north block.
L1	JUDGE RIVERA: I'm sorry, is that the
L2	playground?
L3	MR. PASTOR: It has a playground on it.
L4	That's right, Your Honor, which is for which is
L5	paved over for skateboarding.
L6	So the the context of that playground
L7	is as follows. There was an explicit effort to have
L8	all of these strips dedicated as parkland. And I
L9	think it's important to be clear about how specific
20	that effort was with respect to the legal issue
21	that's now before the court.
22	CHIEF JUDGE LIPPMAN: How public was that
23	effort?
24	MR. PASTOR: Highly public. It involved
25	the community board number 2 it involved local

elected officials, it involved the Parks Department, 1 2 and it involved NYU, as well. 3 CHIEF JUDGE LIPPMAN: So you dispute what 4 your adversary says in terms of the public being - -5 - considering this parkland? You think it was public 6 that this is not parkland? 7 MR. PASTOR: I can't speak for the entire 8 public - - -9 CHIEF JUDGE LIPPMAN: Well, obvio - - -10 obviously. 11 MR. PASTOR: - - - Your Honor, but yes. 12 This was a public process. It was p - - -13 JUDGE STEIN: When did that occur? long after it had been used in this fashion? I mean 14 15 - - - I guess they argue that it was too late. 16 if - - - even if it was signi - - - you know, 17 signified something. 18 MR. PASTOR: They don't really argue that, Your Honor. And the timing, actually, is - - - is 19 2.0 very important to this. The - - - the request came 21 in in March or April of 1995. And a month later - -22 - and I think the timing is very important here - - -23 that's when the permit was issued from the Department 2.4 of Transportation to the Parks Department which is

2497 of the record. And in that permit it actually

references the community board's request. So the Department of Transportation is referencing the request.

2.4

And then in the permit, it says, but - - but we want you to know that this is temporary - - this occupation you're about to undertake - - - you,
Parks Department - - - and that it's understood that
you - - we're going to have to vacate. So - - -

JUDGE RIVERA: What - - - what about the arguments about the permits and the leases? You have strong - - - well, very strong arguments on your side. And they say, but those are internal documents; they're not really public; no one knows about it. And what matters is what the public understands. And what the public understands is everything else you did, the other manifestations.

So are the permits not public at all? Is there some way that that information about the temporary nature and the temporary authorization of the Department of Parks to maintain something that is really not available to anyone who just wanted to know?

MR. PASTOR: What we - - - we have to start by disagreeing with the premise that - - - that the perception is key, right? The key is still on the

1 City, like what did the City intend. 2 And I will take the Court back, if I could, 3 briefly, to when these strips came into the City's 4 possession. They were purchased - - -5 CHIEF JUDGE LIPPMAN: So does it matter - -- if the public universally thought it was a park, is 6 7 that relevant to the test that we have to look at here? 8 9 MR. PASTOR: It - - -10 CHIEF JUDGE LIPPMAN: Or - - or let me 11 put it another way. What do we do here? Do we take 12 a vote as to who in the public thinks it's a park and 13 who in the public doesn't? What's the test. I think the - - -14 MR. PASTOR: 15 CHIEF JUDGE LIPPMAN: How do we - - - how 16 do we do it? Or is that not important, what they 17 think? 18 MR. PASTOR: It - - - what's - - - what's 19 important is that they meet their burden of reaching 20 what is a very high standard set out for an implied 21 dedication. Implied dedication is meant to be rare. 22 Normally, parcels are dedicated by express written 23 documentation. There's this exception that this 2.4 court has established.

But the - - - the standard of that is that

they have to establish that the City of New York had 1 an unmistakable - - - unmistakable intention to 2 3 permanently dedicate these parcels as park - - -4 CHIEF JUDGE LIPPMAN: Yeah, but isn't there 5 a balance on that, what Judge Fahey saying before, 6 this idea of on one hand they're - - - they're 7 arguing, you know, this whole issue; you're arguing 8 unmistakable. And they're saying, yeah, but when you 9 hold it out over a period of time to be something, 10 how does those two issues balance with each other? 11 MR. PASTOR: I just want to stress, again, 12 Your Honor, the only parcel that was held out - - -13 meaning had a park signage and looked and smelled 14 most like a park, is - - - is the Mercer playground. 15 CHIEF JUDGE LIPPMAN: Would it - - - would 16 it matter if they all had signs on them? 17 MR. PASTOR: We don't think it would in this - - - in this - - - on this record, we don't 18 19 think it would. And I just - - -20 JUDGE ABDUS-SALAAM: Does it matter what 21 the signs say? Because your adversary said that the 22 sign could have said something different than it says 23 now, which might have given the public a different 2.4 impression of what this park is.

MR. PASTOR: It only matters if we adopt

1	their theory of the standard, which we don't agree
2	with. It is not a perception test. It's about
3	CHIEF JUDGE LIPPMAN: What's the
4	let's just tell us briefly, what's the
5	standard?
6	MR. PASTOR: The standard is, has the City
7	of New York, through its acts and declarations,
8	demonstrated an unmistakable intention to permanently
9	and I want to stress the word permanently
LO	if I may, Your Honor, because that's where I think
L1	the permit with respect to the Mercer playground
L2	really comes into play. It says that it's temporary.
L3	It says that DOT reserves its right
L4	JUDGE RIVERA: But the point is, you're
L5	demonstrating it to the public. So I'm going to go
L6	back now, please, to the permits.
L7	MR. PASTOR: Absolutely, Your Honor. So -
L8	
L9	JUDGE RIVERA: Is there a way that that is
20	publicly available or public information that
21	demonstrates the intent? I understand your argument
22	about the internal authority.
23	MR. PASTOR: Yeah. So the the permit
24	I'm not aware of the the permit being
25	broadcast.

	JUDGE RIVERA: Yean.
2	MR. PASTOR: But it certainly was a public
3	document that could be retrieved.
4	I just want to turn quickly to public
5	JUDGE READ: Meaning what? It could be
6	requested under FOIL, but it's not up on a Web site?
7	MR. PASTOR: I do not believe the record
8	reflects that the permit was on a Web site. But I -
9	I think that it it's still important to
LO	read that permit within the context of the very
L1	public refusals.
L2	And again, those requests that were
L3	CHIEF JUDGE LIPPMAN: Yeah, let's get to
L4	that.
L5	MR. PASTOR: Yes.
L6	CHIEF JUDGE LIPPMAN: How public was this
L7	turning down of of, you know, the efforts to
L8	change it into a park?
L9	MR. PASTOR: They were they were
20	public across the board, Your Honor. I mean
21	CHIEF JUDGE LIPPMAN: Public like what?
22	Describe how public.
23	MR. PASTOR: they they were
24	letters to to the community board and the
25	Washington Square I'm going to get the name

1	wrong Village Association. In addition, if you
2	look at the LaGuardia Community Gardens, which had
3	been subject to permits to leases or licenses
4	the whole time, saying it was revocable, we have
5	cites in our in our briefs about people by
6	e-mail requesting that the LaGuardia LaGuardia
7	Community Gardens be dedicated and e-mails going back
8	to them saying that would require ULURP, which is a
9	point I hope you
10	JUDGE STEIN: So certainly the part
11	JUDGE RIVERA: And what
12	JUDGE STEIN: the parties using the
13	gardens knew that it was temporary?
14	MR. PASTOR: I completely agree. I
15	I'm just stressing the point that every
16	JUDGE RIVERA: And what what years
17	was this communication with the public?
18	MR. PASTOR: So the with respect to
19	the Mercer Playground, it was in '95 and '96. With
20	respect to the LaGuardia Community Gardens, I believe
21	it was in the 2000s. They're also
22	JUDGE RIVERA: Okay, so so let's stay
23	with Mercer, then. If if you if you make
24	that communication in '95 and '96, is it possible
25	that subsequent to that, the City changes its mind

1	and manifests through through its through
2	manifestations indeed satisfies a standard that we
3	might set with respect to implied dedication?
4	MR. PASTOR: There there is no
5	authority, Your Honor, for the principle that
6	that use alone and/or the perception of some is
7	sufficient to to establish an unmistakable
8	intention.
9	And I would just like to refer
10	JUDGE FAHEY: So you're saying that you're
11	the only one who can create implied dedication?
12	MR. PASTOR: That
13	JUDGE FAHEY: That the City itself is the
14	only party in this instance the owner of the
15	land is the only one that can created this implied
16	dedication by your actions?
17	MR. PASTOR: Correct. And the and
18	the
19	JUDGE FAHEY: All right. And so just
20	
21	MR. PASTOR: Sorry.
22	JUDGE FAHEY: I don't mean to be
23	rude. I just want to follow up with two questions,
24	because it's tough getting in here, you know, so I
25	want to make sure I get in here on these on

1 these points with these guys. 2 I want to know from you how long - - - if 3 the City does leave the door open, how long does it 4 take before it's implied, if you have any sense of 5 that? And secondly, how long - - - forget about whether or not it's determined to be implied 6 7 dedication. How long before it becomes a question of 8 fact that isn't eligible for summary judgment? Do 9 you understand what I'm saying? 10 MR. PASTOR: I think so. I think to the -- - how long, I think the best response I could give 11 12 you, Judge Fahey, would be to refer the Court to the 13 Croton-on-Hudson case. JUDGE FAHEY: Yeah, that's - - - that's the 14 15 1972 Second Department case. I'm familiar with it. 16 It's close. I agree with you, it - - - it's similar. 17 I'm wondering, when does it become a question for 18 summary judgment? 19 MR. PASTOR: It - - - it won't become a 20 question for summary judgment ever, on these facts, 21 Your Honor. Because what we have here is - - -22 JUDGE FAHEY: So fifty years, they could be 23 using Mercer Street Playground, and it doesn't become

a question for summary judgment?

MR. PASTOR: That is particularly true when

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we're dealing with streets. And I don't know - - - if I could just take a minute on that point, Your Honor.

JUDGE FAHEY: Go ahead.

MR. PASTOR: We have it this - - - here, street strips. These were dedicated as streets by the Board of Estimate. As soon as that has occurred, they are endowed, as well, with the public trust.

Our position is strongly in favor of the public trust for parks and streets, once the Board of Estimate acted that way. So in this case, Your Honor, there would - - yes, it would be never. But I think in any event, if you have a record like this one where it is a purposed as street - - - purposed for street, mapped as street, in DOT's jurisdiction, but we're letting them use it - -

JUDGE FAHEY: You have two kinds of cases.

You have - - - ours - - - this case is a street to a park. But then you have the other kind of cases where its required for park, not used, and then used, and then over time you get the implication argument.

Your ca - - argument is that in this scenario, street to park by implication, it can never occur, no matter how long it is?

MR. PASTOR: Correct. The state

1 legislature has delegated that sole power to the city 2 council. 3 JUDGE FAHEY: All right. 4 JUDGE STEIN: Can - - can you give one 5 examples of - - - of how the City might impliedly 6 dedicate one of these parcels? 7 MR. PASTOR: I think implied dedication comes up when the - - - the intent is there but 8 9 there's no - - - there's no perfection of the 10 dedication. 11 JUDGE STEIN: So they say - - - so the City 12 has to expressly say, yes, we - - - we're going to 13 make this a permanent parkland, but then they never 14 go through the steps to do that? Is that - - -15 MR. PASTOR: Right. For - - -16 JUDGE STEIN: - - - what you're saying? 17 MR. PASTOR: - - - you start with - - - you 18 might start with a property that's in - - - not in 19 one agency's jurisdiction, so it's a general-purposes 20 property, and then opened as a park, and - - - and 21 then it - - - maybe there would be some more formal -22 23 CHIEF JUDGE LIPPMAN: Counselor, but let's 2.4 take the - - - the best case scenario that your - - -25 their best case, would you think it's Mercer?

MR. PASTOR: I don't think that's their 1 2 best case in light of their permit. It's the most 3 like a park. 4 CHIEF JUDGE LIPPMAN: Let's say Mercer, for 5 the sake of argument. Public dedication, right, by the parks commissioner? 6 7 MR. PASTOR: An opening, yes. I'm sorry. 8 CHIEF JUDGE LIPPMAN: The DPR literature, 9 signage. Why in that - - - let's assume that's a 10 pretty good case, why does that not demonstrate an 11 implied - - -12 MR. PASTOR: For - - - for the following 13 reasons. Number one, it's a street strip, so even if 14 - - - even if the mayor and officials had an opening 15 there, they can't make that street into a park under 16 the law of this state. In addition, the opening came 17 only after there was a permit that was set in place, for that knowledge, and after it was made clear to 18 the public that - - - that there was no intent to run 19 20 it through the city council. 21 CHIEF JUDGE LIPPMAN: So the bottom line 22 is, it's just not enough in your view, to make out 23 this implied dedication? 2.4 MR. PASTOR: Correct, it's not enough for

any of the four parcels, Your Honor.

1 JUDGE ABDUS-SALAAM: One more - - just one more question. 2 3 CHIEF JUDGE LIPPMAN: Last question, Judge Abdus-Salaam. 4 5 JUDGE ABDUS-SALAAM: Counsel, if we decide 6 in your favor, and there are probably hundreds if not 7 thousands of these types of - - - of parcels around 8 New York City, does the public have to try to find 9 out before it gets all invested in this being a park, 10 whether it's - - - there would be implied dedication 11 or whether it's a street or it's something else, and 12 how would they do that? 13 MR. PASTOR: Well, if - - - for example, in 14 the case of the community gardens, Your Honor, all of 15 the chairs of the community gardens will be signing licenses and leases. So - - - and you would think 16 17 that a chair of a community garden would speak on behalf. 18 19 With respect to a Greenstreets program, 20 there are memorandums of understanding that would be 21 available to the public, and it's clear that it's a 22 dual DOT/Parks program. 23 So but I think, actually, if I may make the 2.4 brief point, the bigger concern for us is if you were

to rule against us, what that would mean for our open

1 space programs in opening up these - - - these places 2 temporarily. So - - -3 CHIEF JUDGE LIPPMAN: Okay. Thanks, 4 counsel. Let's - - - rebuttal - - - oh, I'm sorry. 5 Counsel, you're - - - come on up. 6 MR. WAXMAN: I'm very happy to have Ms. 7 Halligan go first. 8 CHIEF JUDGE LIPPMAN: No. Go ahead. 9 You're on. 10 MR. WAXMAN: Chief Judge Lippman, and may it please the court, I have two points I want to make 11 12 and I'd also like to respond to a question about how 13 public these permits and licenses were. 14 The overarching points are the following. 15 Number one, even if these city - - - these street 16 strips were in private hands, there would be no 17 implied dedication because under no possible view of the facts could it be said that the owners' - - - and 18 19 I'm quoting your language in many cases - - -20 deliberate, unequivocal and - - -21 CHIEF JUDGE LIPPMAN: What - - -22 MR. WAXMAN: - - - decisive - - -23 CHIEF JUDGE LIPPMAN: - - - what about the 2.4 example that we just - - - we just gave your 25 colleague: dedicated by the parks commissioner, it's

1	in the literature, the signage. Why there's no
2	circumstance? If there wasn't a history of trying to
3	change this
4	MR. WAXMAN: That I understand
5	CHIEF JUDGE LIPPMAN: that was turned
6	down, would that be enough?
7	MR. WAXMAN: Well, you know, the question
8	of implied dedication depends on the all the
9	facts and circumstances. So if you tell me that we
10	know nothing whatsoever other than the fact
11	CHIEF JUDGE LIPPMAN: There's been no
12	attempt to change it. The sign says "park", the
13	police the parks commissioner does a whole
14	public thing. It's all in their literature. Yeah,
15	let's assume no context
16	MR. WAXMAN: So, Chief Judge Lippman, let
17	me
18	CHIEF JUDGE LIPPMAN: enough implied
19	
20	MR. WAXMAN: let me
21	CHIEF JUDGE LIPPMAN: is that
22	could that be implied?
23	MR. WAXMAN: it could not, for two
24	reasons.
25	CHIEF JUDGE LIPPMAN: Why?

CHIEF JUDGE LIPPMAN: Why?

MR. WAXMAN: Number one, this court has 1 never held that implied dedication can be applied 2 3 against the wishes of the municipality ever. Appellate Division, there are a variety - - -4 5 CHIEF JUDGE LIPPMAN: What about - - - what if their - - - their wishes were secret? Nobody knew 6 7 what their wishes were, the municipality? MR. WAXMAN: The - - - there is - - -8 9 CHIEF JUDGE LIPPMAN: It's - - -10 MR. WAXMAN: - - - let me - - - let me give 11 you - - -CHIEF JUDGE LIPPMAN: Go ahead. 12 13 MR. WAXMAN: - - - the strong form of the answer and then the - - -14 15 CHIEF JUDGE LIPPMAN: Okay, go ahead. 16 MR. WAXMAN: - - - weak - - - the more 17 qualified form of the answer. 18 CHIEF JUDGE LIPPMAN: Okay, go ahead. 19 The strong form of the answer MR. WAXMAN: 2.0 is that there is no case from this court, from the 21 Appellate Divisions or any other case anywhere that 22 anybody has cited in this case finding implied 23 dedication of public land unless it was both acquired 2.4 for park purposes and continually maintained as such. 25 That is how the public trust doctrine works.

1	CHIEF JUDGE LIPPMAN: So if it's not
2	MR. WAXMAN: And here
3	CHIEF JUDGE LIPPMAN:if it's not
4	acquired we'll determine what that means
5	but it's maintained with absolutely no questions as a
6	park, not good enough?
7	MR. WAXMAN: Not good enough. Particularly
8	where it was acquired, as this property was, in 1968,
9	after this Low MEx project was dead, it was acquired
10	at the City's request from NYU, which deeded these
11	strips to the City to hold in trust for street
12	purposes. And the City mapped them on its official,
13	very public, city map. It has used them for street
14	purposes, which includes
15	CHIEF JUDGE LIPPMAN: How important is it -
16	
17	MR. WAXMAN: sidewalks.
18	CHIEF JUDGE LIPPMAN: how important
19	is it that when it was tried to be changed, that you
20	objected? Is that important?
21	MR. WAXMAN: It's it's just the
22	operation of of New York State law. An
23	adjacent landowner to a piece of property that is
24	going to be conver a street that is going to be
25	converted to a nonstreet purpose, has a right to

notice and a right to compensation. And our - - the access to these super-blocks, both from Mercer
Street and LaGuardia Place, are through these
"sidewalk" - - - these "sidewalks", which are def - - which are included within the state's definition of
the term "street".

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So the fact that we - - - although we supported and we contributed financially to the creation and development of the Mercer Playground, we built the dog run, we contributed to Adrian's Garden, the fact - - and we were supportive of these temporary, very public permits, licenses, and MOUs, says nothing - - there's nothing nefarious about it. We own these - - -

JUDGE RIVERA: But that's a little bit of a challenging fact pattern. I mean, if this is not implied dedication, what is? They're arguing - - - I haven't heard anyone say otherwise - - - that these permits and these leases are internal. No one sees them; no one knows about them other than the argument that they have to sign the lease. I get - - - the permit - - - I get that that's a very strong argument. And - - and as I recall the briefing in this, the parcels are going to be dedicated parkland, in some way or another, after this. So there is

1 something very challenging in this fact pattern, no? 2 MR. WAXMAN: I - - - I don't think so, 3 Judge Rivera. In the actual fact pattern. Let's - -4 - every - - - let's talk about what the public did 5 and didn't know. Leaving aside the fact that the public know - - - has to be charged with knowing that 6 7 the city council or the Board of Estimate, accepted 8 these parcels in trust for street purposes, they were 9 mapped as street purposes. With respect to the 10 licenses and permits that have been sought in this 11 case, with respect to the commu - - - the LaGuardia 12 Community Gardens, Inc., which is a private 13 organization, there are yearly temporary licenses or 14 leases. They were called different - - - they - - -15 the - - - the LaGuardia Community Gardens, on its - -16 17 CHIEF JUDGE LIPPMAN: How do you - - - how 18 do you define public knowledge? Is it the person 19 that's walking by the park and what they think it is, 20 or what looks like a park; or is it the person who 21 says, oh, I know that the city council did this or 22 that or the other? 23 It - - - the public perception MR. WAXMAN:

doesn't drive the dedication question.

dedication - - -

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1 CHIEF JUDGE LIPPMAN: So it - - - really, does it matter what the public thinks or doesn't 2 3 think? 4 MR. WAXMAN: What the pu - - - what this 5 court's - - - what this court's cases have said is 6 that public use and public acceptance is relevant to the second prong of dedication, which is, was there 7 8 public acceptance. 9 CHIEF JUDGE LIPPMAN: But - - - but in and 10 of itself, not enough - - -MR. WAXMAN: In and of itself - - -11 CHIEF JUDGE LIPPMAN: - - - of a driver? 12 13 MR. WAXMAN: - - - it is - - - it is 14 relevant to the - - - to the paramount question, 15 which is what - - - was there an owner's intent to 16 forego use in perpetuity, only inferentially to the 17 extent that it supports the other evidence. And the other - - -18 JUDGE STEIN: Are you saying - - -19 2.0 MR. WAXMAN: - - - very - - -21 JUDGE STEIN: - - - that the - - - that the 22 public perception is important in those cases in 23 which a private land owner is alleged to have 2.4 dedicated property to the public? 25 MR. WAXMAN: Yes.

1 JUDGE STEIN: Is that what you're saying? 2 And that's why it's not relevant here, because it's -3 4 MR. WAXMAN: That's - - -5 JUDGE STEIN: - - - always been public? 6 MR. WAXMAN: Yes, that's right. And this 7 court's 1870 - - - 1860 decision in Holdane was the 8 case where there wasn't evidence that the - - - that 9 the municipality had undertaken responsibility for 10 this so-called street, and there wasn't sufficient 11 evidence of public use of the street for anything 12 other than to access this farmer's property. 13 But the point - - - if I can just go to the 14 specific permits we've been asking about. On 15 LaGuardia Community Gardens, they have their own fact 16 sheet which is in the record says - - - it's in the 17 record at 2054 - - - says this property is owned by 18 the Department of Transportation; although we have 19 1,000 signatures to transfer this into parkland, it 20 isn't. 21 The - - - with respect to the - - - the 22 Mercer Playground, the permit was granted a - - - the 23 permit which was requested by community board number 2.4 2, followed by one month, community board number 2's

resolution, following a public hearing, that the

1 North Mercer Strip be demapped, which the Department 2 of Parks told them it had to be to be a park, so that 3 it could be made into and protected as a permanent 4 park. 5 Nothing could have been more public than 6 that resolution that was sent - - -7 CHIEF JUDGE LIPPMAN: Okay, counsel. 8 MR. WAXMAN: - - - and if I may just - - -9 CHIEF JUDGE LIPPMAN: Finish - - - finish 10 your thought, counsel, yes. 11 MR. WAXMAN: - - - when the city - - - when 12 the Department of Parks and Recreation - - - this is 13 in the record - - - told them no, we're not going to 14 support that, they sought - - - community board 15 number 2 sought a temporary permit, and that permit, 16 which was signed the very next month repre - - - has, 17 and is - - - was a very public - - - and the notion 18 that the community board number 2 didn't know about 19 this is fanciful - - -20 CHIEF JUDGE LIPPMAN: Okay, counsel. 21 MR. WAXMAN: - - - specifically says it was 22 temporary. 23 CHIEF JUDGE LIPPMAN: Thank you, counselor. 2.4 MR. WAXMAN: Thank you. 25 CHIEF JUDGE LIPPMAN: Now, counsel,

1 rebuttal. 2 MS. HALLIGAN: Thank you, Chief Judge 3 Lippman. A few points. First of all, the version of 4 5 implied dedication that respondents ask you to accept 6 would dramatically curtail its application. The City 7 says it's basically applicable only when there's a glitch in express dedication. That's simply not 8 9 supported by the case law. 10 Mr. Waxman says public perception doesn't drive dedication - - -11 12 JUDGE STEIN: But is - - - but isn't most 13 of that case law around private landowners that have 14 allowed the public to use the - - - the property for 15 16 MS. HALLIGAN: Some of it is, especially in 17 the 1800s. But is has also been applied well into 18 the twenty-first century. And this court and the 19 Appellate Divisions have never suggested the standard 2.0 is any different. 21 With regard to remapping, Chief Judge 22 Lippman, you've asked about this several times.

What's critical is that the City never changed its

conduct. There's no evidence in the record how many

people knew about the deci - - - the City's decision

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not to pursue the remapping, because as the record states clearly, the City officials, both DOT and DPR, said it wasn't necessary, because it was effectively already a park.

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what if the - - - the community board, elected officials, and other people who were prominent on the community knew about some attempt to de-map, but not the average Joe and Jane who uses the park. Would that - - would you say, then, that the park - - - the public has a perception that this is a park, even though there are people within the public who know that - - - that there have been attempts to demap and they haven't been successful?

MS. HALLIGAN: I don't think there's anything in the case law to suggest that because someone on a community board knows about an effort to have express dedication, that that precludes implied dedication.

You and Judge Rivera both asked questions about how much must the public investigate. This is not an inquiry/notice kind of rule. It's not a rule where you have to FOIL something. It's a question of what the City's affirmative acts and declarations indicated. It's - - -

JUDGE RIVERA: Well, it's about what is - -1 - what is the owner's intent. 2 3 MS. HALLIGAN: It is, and - - -JUDGE RIVERA: It's the owner's intent. 4 5 Your argument is the intent is manifest based on the signage, the ceremonies, these - - - these actions 6 7 that they've taken. 8 MS. HALLIGAN: My argument - - -9 JUDGE RIVERA: And they argue you have to 10 look at those actions in a particular historical 11 context as well as recognizing that they had made 12 manifest, to - - - to those who would understand - -13 - if it's not the community board, it's the licensee 14 and so forth - - - that - - - that this was only 15 temporary, that they might, at any day, come back and 16 say we know you love it but we're going to use it for 17 something else. 18 MS. HALLIGAN: The case law is pretty 19 clear, I believe, Your Honor, that what counts is 20 what the acts and declarations manifest to the 21 public. 22 Briefly, with regard to the permit. On the 23 2.4 JUDGE RIVERA: But why isn't - - - why 25 isn't - - -

1	MS. HALLIGAN: Yes.
2	JUDGE RIVERA: a permit or a lease
3	that's signed by the licensee, enough?
4	MS. HALLIGAN: Because it is a behind-
5	closed-doors document, and the public is not
6	JUDGE RIVERA: But you're assigning it to
7	the people who are using it or who are responsible
8	for maintenance.
9	MS. HALLIGAN: With regard to
10	JUDGE RIVERA: How is it behind closed
11	doors?
12	MS. HALLIGAN: Well, the public isn't
13	isn't required to go out and nothing in this
14	doctrine has ever suggested and look for these
15	documents.
16	JUDGE STEIN: So when you refer to the
17	public, you're not you're referring who
18	are you referring to?
19	MS. HALLIGAN: I'm referring to the
20	JUDGE STEIN: How many people constitute
21	the public? How what percentage of the
22	residents of the citizens or the visitors from other
23	states and countries who has to know about
24	this?
25	MS. HALLIGAN: I I'm referring to the

1 public at large. And what the public at large sees, 2 with regard to the Mercer permit in particular - - -3 JUDGE STEIN: But who is the public at 4 large? 5 The local residents. MS. HALLIGAN: would look at 2008 and 3081, the permit is actually 6 7 referenced on the sign that is on Mercer Playground. 8 And that sign says there was a permit; it was 9 transferred. So if you think it's of some particular 10 relevance, that disposes of that argument. 11 One last point, if I may, with regard to 12 the implications. First of all these 2,000 green 13 spaces where there are either trees or some other 14 effort to beautify the city streets. This could not 15 be more different than, for example, a section of 16 Broadway, where the mayor puts a couple of chairs. 17 And the notion that the courts of this state can't 18 tell the difference between the two, frankly, strikes 19 me as baffling. 2.0 Finally, this - - -21 CHIEF JUDGE LIPPMAN: Finish your thought, 22 counselor. 23 MS. HALLIGAN: - - - thank you. 2.4 CHIEF JUDGE LIPPMAN: Go ahead.

MS. HALLIGAN:

There - - - there has been

	much made of the purpose bening the expansion.
2	Nothing that we are asking for today would prohibit
3	this project from moving forward. All we are asking
4	is that consistent with the decades of precedent
5	- more than a century from this court
6	JUDGE RIVERA: The the parcels
7	MS. HALLIGAN: that they be
8	JUDGE RIVERA: are going to be
9	dedicated after this, are they not? After NYU
10	finishes it's
11	MS. HALLIGAN: Twenty years twenty
12	years later. And if NYU wants to proceed, they have
13	one of two straightforward choices: legislative
14	approval last year there were fourteen such
15	alienations approved. It's not a complicated
16	process. Or if they want to do the construction
17	staging differently, built the parcels without
18	seeking alienation, they simply have to tell the City
19	what that would entail.
20	CHIEF JUDGE LIPPMAN: Okay, counsel.
21	MS. HALLIGAN: Thank you, Your Honor.
22	CHIEF JUDGE LIPPMAN: Thank you all.
23	Appreciate it.
24	(Court is adjourned)

## CERTIFICATION

I, Penina Wolicki, certify that the foregoing transcript of proceedings in the Court of Appeals of Matter of Glick v. Harvey, No. 107 was prepared using the required transcription equipment and is a true and accurate record of the proceedings.

Penina waich.

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