1	COURT OF APPEALS
2	STATE OF NEW YORK
3	THE PLASTIC SURGERY GROUP, P.C.,
4	
5	Appellant,
6	-against- No. 106
7	THE COMPTROLLER OF THE STATE OF NEW YORK,
8	Respondent.
9	20 Eagle Stree
10	November 21, 201 Before:
11	
12	CHIEF JUDGE JANET DIFIORE ASSOCIATE JUDGE JENNY RIVERA
13	ASSOCIATE JUDGE LESLIE E. STEIN ASSOCIATE JUDGE EUGENE M. FAHEY
14	ASSOCIATE JUDGE MICHAEL J. GARCIA ASSOCIATE JUDGE ROWAN D. WILSON ASSOCIATE JUDGE PAUL FEINMAN
15	ASSOCIATE OUDGE TAGE FEINMAN
16	Appearances:
17	MATTHEW F. DIDORA, ESQ.
18	ABRAMS, FENSTERMAN, FENSTERMAN, EISMAN, FORMATO, FERRARA, WOLF & CARONE, LLP
19	Attorney for Appellant 3 Dakota Drive
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24	Sharona Shapiro
25	Official Court Transcribe



1 CHIEF JUDGE DIFIORE: The first appeal on this 2 afternoon's calendar is appeal number 106, Matter of 3 Plastic Surgery Group v. the Comptroller of the State of 4 New York. 5 Counsel? 6 MR. DIDORA: Thank you, Your Honor. Good 7 afternoon, Your Honors. Matthew Didora for the appellant, 8 the Plastic Surgery Group. I'd like to reserve three 9 minutes for rebuttal. 10 CHIEF JUDGE DIFIORE: Yes, of course. 11 MR. DIDORA: When the state legislature conferred 12 upon the Comptroller the authority to issue subpoenas, it 13 expressly conditioned subpoenas issued pursuant to that 14 authority on the entirety of the C.P.L.R. In C.P.L.R. 15 3122, it - - -16 JUDGE STEIN: So let me ask you this, 3122(d) 17 says that the party seeking disclosure must bear the 18 expense. Does that - - - does that provision apply here also? So the Comptroller has to bear whatever copying 19 20 costs or whatever costs there may be in getting this 21 discovery; does - - - does that apply? 22 I think it likely could. MR. DIDORA: If, under 23 certain circumstances, I think it - - - it could apply. 24 But what we're talking about here, we have an express - - -

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JUDGE FEINMAN: And if you're correct that the

1	subpoenas are subject to 3122, who's going to carry the
2	burden of securing these actual patient signatures from
3	these seventy-eight individuals? Who has that burden
4	before the Comptroller can then conduct the audit?
5	MR. DIDORA: Well, in that instance
6	JUDGE FEINMAN: Could it be the facility that ha
7	the records? Is it going to be the
8	MR. DIDORA: Sure. Well, I think if it's the
9	Comptroller that wants the records, and they have to get
10	authorizations, it would be the Comptroller that would hav
11	to get the authorizations. But there are ways that the
12	Comptroller
13	JUDGE FEINMAN: So they're going to get a list o
14	who these patients are and their contact information, and
15	then go around and seek it?
16	MR. DIDORA: Well, presumably
17	JUDGE FEINMAN: And have you already disclosed
18	too much in doing that?
19	MR. DIDORA: Presumably, the Comptroller would
20	already have that information because through United
21	I mean, they've identified the 1,500 patients that fall
22	within the scope of the audit. So presumably, the
23	Comptroller has all of the information that it would need
24	to send out authorizations.

But here the Comptroller's office - - - and this

goes back to what the Third Department said about that to require the authorizations would eviscerate the Comptroller's ability to conduct these audits. And I - - - I simply don't think that that's the reality because there are - - first of all, there's nothing in the record to support that; it's a purely speculative conclusion. But furthermore, there are other ways the Comptroller - - - or other means at the Comptroller's disposal to get the information that it - - that it needs. As I mentioned - - -

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CHIEF JUDGE DIFIORE: Could they have requested - and I believe they did - - - redacted information of
patient records?

MR. DIDORA: If they had requested redacted records in - - - in the subpoena, one of the issues is who bears the expense of redacting that information and how much the information has to be redacted.

3122 does not speak in any sense to, you know, redacting records. They served a blanket subpoena for patient medical records, and the plain text of the statute, which controls here, says that a subpoena to a medical provider, other than a trial subpoena issued by a court requesting patient records, must be accompanied by authorizations. I mean, the statutory language is plain here.

1	CHIEF JUDGE DIFIORE: So talking about the
2	statutory language for a second, when you look at
3	3211(2)(a), "pursuant to this rule", what rule are we
4	referring to here?
5	MR. DIDORA: 3122(a)(2). In other words
6	JUDGE FAHEY: Well, is that correct? Because the
7	C.P.L.R. refers to both rule and sections. And the way I
8	understand the history of that is that there were rules and
9	then there were statutes that were incorporated together, I
10	think in '62 is when that took place. And that's why you
11	have those two different distinctions. As you read the
12	statute you'll see rule, section, rule, and it isn't the
13	same.
14	Now, it seems to me that 3122 is actually
15	referring back to 3120, which is the rule that precedes it.
16	It's clearly not referring to 30 3121, because that's
17	the medical discovery rule. So I don't know if your
18	reading really bears analysis is what I'm saying.
19	MR. DIDORA: Well, I think it does because 3122
20	is talking about specifically how you would go about
21	subpoenaing medical records from a from a provider.
22	And it has the subpoena has to have certain language
23	on it
24	JUDGE FAHEY: But it really

MR. DIDORA: - - - disclosure language. So they

say if you're a subpoena - - -

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JUDGE FAHEY: Listen, though - - -

MR. DIDORA: - - - provider and you're doing it pursuant to this section, you're following the - - - the requirements of this section. That's why I think,

"pursuant to this rule", is an internal reference to the statute to that section itself.

JUDGE FAHEY: I see. It's not an unreasonable reading of it. I'm not sure I agree with it, but it's - - it's a reasonable reading, you say, of it. But what's really more compelling to me is what kind of subpoena is this. Is this a discovery subpoena, or is it an investigative subpoena?

MR. DIDORA: Well - - -

JUDGE FAHEY: And can that distinction be fairly drawn, I guess, is really what we have to look at.

MR. DIDORA: The C.P.L.R. doesn't distinguish between a discovery subpoena and an investigative subpoena.

JUDGE FAHEY: You're right, but there are things that do. For example, the Sponsor's memorandum for 3122 quite clearly refers to - - - let me quote it to you. It says - - in the Bill Jacket in 2011, and in - - in talking about 3122, and that 3122 requiring patient authorization applies only to subpoenas issued during discovery. Also the OCA memorandum and the memorandum in



the bill during discovery, and the no-objection letter from the State Education Department, all of - - - all of those communications seem - - - seem to support the reading that 3122 specifically refers to patient authorization applying to subpoena duces tecum, in this sense, only during discovery.

MR. DIDORA: But if we look at the text that the legislature actually adopted, and you go back to 2301 of the C.P.L.R., that identifies three subpoenas: a subpoena to attend and give testimony; a subpoena to produce books, records, and things; and a child support subpoena.

matter, they track that same language. They don't - - there's no language anywhere in those three statutes that
talks about an investigative subpoena or a discovery
subpoena. They talk about subpoenas for books. And 3122
talks about a narrower subset of subpoenas for books where
the books are medical records and the subpoena is sent to a
medical provider.

JUDGE STEIN: Don't you have to also take this in the broader context of the C.P.L.R. as a whole, which you say that - - - that's what applies here, the C.P.L.R. as a whole.

MR. DIDORA: Correct.

JUDGE STEIN: I think there's a pretty good



argument that only those provisions of the C.P.L.R. that apply to this situation apply, but be that as it may. But you have - - - you have Article 23, and it talks about subpoenas generally.

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Then you have Article 31, and that's talking about discovery and - - - and trials and - - - and actions that have been commenced. And this falls within that article. Not only that, it was originally part of (a)(1), and then it was separated out. And I - - - I can't find anything in the legislative history that would indicate that, in doing that, the legislature intended to - - - to make those separate in terms of their application. So - - so don't we have to consider all of that, I guess, is my question.

MR. DIDORA: We can.

JUDGE STEIN: And if not, why not?

MR. DIDORA: This court's precedent in Squadrito and Ministers and Ministers, it talked about the limited usefulness of headings and - - and titles because of the fact that the legislature does its best to group related things together.

JUDGE STEIN: Sure. If that were it, I would say you have a very strong point. But I'm not just talking about the titles; I'm talking about the entire context and

MR. DIDORA: Sure.

JUDGE STEIN: -- and how -- and how the whole C.P.L.R. is organized in -- in this regard.

MR. DIDORA: If - - - I think if you took

3122(a)(2), as written, and you lifted it up and you put it
in Article 23, I don't think there'd be any doubt at all
that the Comptroller was obligated to comply, in this
instance, with that section.

And if that's the case, that's based on the plain language of the statute. And if we reach a different result now, just because it's in Article 31 as opposed to Article 23, aren't we then elevating titles above the plain language of the text? And - - -

JUDGE STEIN: But you're also ignoring the "pursuant to this rule" language, or assuming it means what you - - - what you think it means.

MR. DIDORA: Right, I think - - - you know, there's a consistent way to read that phrase, "pursuant to this rule", and everything else that this court has said about statutory interpretation and the usefulness of - - - of headings, that is all very consistent. And when we go back and we say, well, as the Comptroller says in their brief that, oh, it only means the provisions of the C.P.L.R. that apply in this instance. Well, in this instance we have a - - I see my time - - -

1	CHIEF JUDGE DIFIORE: Continue.
2	MR. DIDORA: is up, but if I could finish,
3	please.
4	CHIEF JUDGE DIFIORE: Finish up your answer.
5	MR. DIDORA: To say it only applies, well in thi
6	instance we have a provision of the C.P.L.R. addressing
7	subpoenas to medical providers for patient records. And
8	there's one section of the C.P.L.R. that addresses
9	subpoenas to medical providers for patient records. This
10	is the one section that has to apply to this case.
11	JUDGE FAHEY: All right.
12	CHIEF JUDGE DIFIORE: Thank you, counsel.
13	JUDGE FAHEY: Can I
14	CHIEF JUDGE DIFIORE: Yes, of course.
15	JUDGE FAHEY: Is it all right, Judge?
16	CHIEF JUDGE DIFIORE: Of course. Of course.
17	JUDGE FAHEY: Thanks.
18	Just one point off of that point, not on the sam
19	point. You you abandoned your your HIPAA
20	contentions; is that correct?
21	MR. DIDORA: I'm certainly not raising a HIPAA
22	contention here because I don't think HIPAA gets to the
23	final point, right? HIPAA is just you can
24	JUDGE FAHEY: The reason I ask
25	MR. DIDORA: if you want to

1	JUDGE FAHEY: Let me tell you why I'm asking
2	_
3	MR. DIDORA: Sure.
4	JUDGE FAHEY: because I want to know if -
5	- if you concede that the Comptroller's department is a
6	health oversight agency.
7	MR. DIDORA: I do not concede it. It is not
8	relevant here because, if it is a health oversight agency,
9	and, you know, I very really specifically didn't go into
10	that, even in the underlying petition
11	JUDGE FAHEY: No, I
12	MR. DIDORA: because it doesn't address th
13	final point, because even if it is
14	JUDGE FAHEY: You're saying even if it is, they
15	still don't have this authority.
16	MR. DIDORA: It just means "may"; it's not "you
17	must". "Must" gets to subpoenas is how you get to
18	"must", and that's what we're addressing here.
19	JUDGE FAHEY: Thank you.
20	MR. DIDORA: Thank you.
21	CHIEF JUDGE DIFIORE: Thank you, counsel.
22	Counsel?
23	MR. LANG: Good afternoon, Your Honors. Jeffrey
24	Lang on behalf of the Comptroller.



Just to pick up on the last point, the

Comptroller is a health oversight agency within the meaning of - - of HIPAA. That was argued below. The Third Department found that the Comptroller was, which is consistent with the HIPAA regulations, and petitioner hasn't argued to the contrary.

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JUDGE FAHEY: As I understood the thrust of petitioner's point is that, when you look at the legislative history, however much that may work against us, you don't get to that because the plain language is dispositive. And I think you should start there.

MR. LANG: The plain language is dispositive in our favor, so you don't need to get to the - - - to the legislative history. And that's for three reasons. One, the placement of C.P.L.R. 3211(a)(2) in - - - in Article 31, which concerns disclosure in the prosecution and defense of an action. So we're not talking about a conflict with just a heading in the substance. The substance concerns the prosecution and defense of an action.

And the second is the position of (a)(2)
juxtaposed to (a)(1). Now, petitioner concedes that (a)(1)
only concerns pre-trial discovery subpoenas. And that's
absolutely right, (a)(1) concerns the procedure for
objecting to disclosure sought by a document subpoena,
quote, "under Rule 3120 or Section 3121", and document

subpoenas that are issued under Rule 3120 are those that apply. And then it's just a quote from the C.P.L.R., "after commencement of an action".

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So it's clear that 3122(a)(1) only applies to pre-trial discovery document subpoenas. And then if you go to the plain language of (a)(2), that also supports our argument because it refers to a medical provider served with a document subpoena "requesting the production of a patient's medical records pursuant to this rule". Now, "this rule" can only sensibly be read to refer to Rule 3211 as a whole.

JUDGE FAHEY: No, but that's not what counsel says. When he says - - - when they're saying "this rule", he's saying it's referring to the rule that you're speaking of, 3122.

MR. LANG: It refers to - - - well, his - - - his argument, as I understand, is - - - is that it only refers to what I would call subsection or subdivision 3211(a)(2), which, in their view, is just a freestanding subsection that applies to all subpoenas, which takes that subsection completely out of context.

And our argument is - - - is that even if you look at the language of the subsection pursuant to this rule, this rule isn't this subsection. The C.P.L.R. has articles, it has rules, it has sections. So when it says

"this rule", it must mean the rule as a whole. So you look at the rule as a whole, and again, when you look at the rule as a whole, it's clear that it applies only to pretrial discovery subpoenas.

JUDGE WILSON: What are you calling the rule as a whole?

MR. LANG: The rule as a whole I'm calling

C.P.L.R. 3211, the rule which has four subsections. It has

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MR. LANG: The rule as a whole I'm calling

C.P.L.R. 3211, the rule which has four subsections. It has

(a), (b), (c), and (d). So Justice Stein - - - Judge Stein

asked about subdivision (d), and again, the answer to that

question is it reinforce - - - (d) does not apply to the

Comptroller's subpoenas; it just reinforces the litigation

context. It says that the reasonable production expenses

of a nonparty shall be defrayed by the party seeking

discovery. That just reinforces the litigation context.

We're talking about parties and nonparties to litigation.

We're not talking about the Comptroller's investigative subpoena.

JUDGE RIVERA: So then (a)(2), when you say "this rule", you mean the rule in which this subdivision is contained?

MR. LANG: Precisely.

JUDGE RIVERA: Okay.

MR. LANG: And you know, if there were any doubt
--- I mean, the context in the plain language supports



1	our reason our our position. But if there's
2	any doubt, if you just look at the legislative history that
3	of of 3122(a)(2), that further supports our
4	- our position. It was added
5	JUDGE STEIN: Are there any you talked a
6	little bit about HIPAA, but are there any New York patient
7	privacy laws that speak to whether there's an exemption for
8	the Comptroller that you know of?
9	MR. LANG: Not that I'm aware of. There is the -
10	the New York there's the state personal
11	it's it's the State Personal Privacy Protection Law.
12	That's Article 6-A of the public officers law, and that's
13	the law that requires the Comptroller to maintain the
14	confidentiality of this information that's collected for
15	the purposes of these audits.
16	JUDGE FAHEY: I thought the Comptroller, under
17	the Public Officers Law 92(1) was bound not to disclose to
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19	MR. LANG: Yes, that's in Article 6-A, precisely.
20	JUDGE FAHEY: I see, okay.
21	MR. LANG: So that that is the law
22	JUDGE FAHEY: So those privacy protections that
23	are, like, physician patient-physician privileges are
24	in place, you're saying, because of this?



MR. LANG: Well, I'm saying that the Comptroller

is bound by Public Officers Law 92(1) and 92(1)(a) which requires the Comptroller to keep this patient - - - we're talking about patient billing information - - - confidential.

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So in other words, when the Comptroller publishes an audit after the fact, the Comptroller isn't releasing publicly any personal information related to any one individual so that the privacy interests of the patients here, which are certainly legitimate and - - - and important, but they're already adequately protected by - -

JUDGE STEIN: Why did the legislature separate the two subdivisions in $-\ -\$ in 2011?

MR. LANG: The legislature separated them in 2011, and that was because there was a decision that said that trial subpoenas were also subject to this patient authorization requirement. And - - and so that was - - the legislature then amended (a) and split it into (a)(1) and (a)(2), and that was in - - that was in response to that decision to overturn that decision.

And this is where the legislative history again supports us because this is the assembly memo in - - - in support which said that this - - - in 2011, the - - - the amendment was meant to make clear that the patient authorization requirement, quote, "applies only to



1 subpoenas issued during discovery", end quote. So not even 2 to all, you know, subpoenas that are part of an action - -3 4 JUDGE FAHEY: Your office, though - - -5 MR. LANG: - - - but only even a subset, that is, 6 subpoenas that are issued in discovery and not trial 7 subpoenas. And (a) (1) was separated from (a) (2) only to 8 make that more clear so (a)(1), which is what allows a 9 recipient of a document - - - of a trial subpoena to raise 10 objections, you can raise objections whether that's a trial 11 subpoena or whether that's a pre-trial discovery. 12 JUDGE FAHEY: The way I read Handler, your 13 interpretation of - - - of the statute in that context 14 would seem to be an expansion of our ruling in Handler. 15 MR. LANG: I agree that Handler is not 16 dispositive, although I would say that Handler establishes 17 several propositions that I think favor the outcome that 18 we're advocating for which is that the Comptroller has the 19 Constitutional and statutory obligation to audit these 20 state payments to - - - for services provided to members of 2.1 the state's health care plan. 2.2 Handler also recognized that a provider's billing 23 and payment records are necessary, and without them, as the

JUDGE RIVERA: Is there some other way you could

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court said - - -

exercise and satisfy your - - - your duties with respect to the audits, other than by requesting that they turn all this over without having gotten patient's consent in advance?

MR. LANG: There is just no other way to do this. Petitioner had a couple of suggestions that were, you know, raised for the first time.

JUDGE RIVERA: Well, he says you know who all of the patients are; just send them the consent yourselves.

MR. LANG: We're talking about thousands of patients. And this is just to audit one provider. So - - - and when we - - - we had - - - the Comptroller had selected 1,500 records, and that was only assuming that the Comptroller would - - - the auditors would be allowed on site. So the Comptroller - - - the auditors need even more records. So you're talking about - - -

JUDGE RIVERA: Does the Comptroller otherwise have any - - - for any other purpose, have communications with the patients?

MR. LANG: I mean, not for the purpose of this audit. I mean, the petitioner suggests that the Comptroller could seek the billing records from the patients individually, maybe by subpoenaing them. You know, that just wouldn't be practical to subpoena thousands of members of the - - - of the plan.



1	JUDGE RIVERA: It'll go over well too.
2	MR. LANG: I'm sorry?
3	JUDGE RIVERA: It'll go over very well with those
4	patients.
5	MR. LANG: Yes.
6	CHIEF JUDGE DIFIORE: Thank you, counsel.
7	MR. LANG: Thank you.
8	CHIEF JUDGE DIFIORE: Counsel?
9	MR. DIDORA: In a case of statutory
10	interpretation or really statutory construction such as
11	this, the rules are different than the rules of real
12	estate, right? Real estate, they talk about the most
13	important things being location, location, location. And
14	that's the Comptroller's argument here. They can't address
15	head on the language of 3122(a)(2), so they talk about
16	location. But nothing in this court's jurisprudence about
17	statutory interpretation addresses location as one of the
18	main factors but
19	JUDGE RIVERA: Just to be clear, in (a)(2), what
20	do you think "rule" means there? What rule is the statute
21	referring to?
22	MR. DIDORA: 3122(a)(2), it refer it is
23	referring to itself.
24	JUDGE STEIN: If we disagree with you on that,
25	does that end end the story?

MR. DIDORA: I don't think so because the 1 2 language is still clear as to medical providers receiving a 3 subpoena for patient records, that they must be accompanied 4 by an authorization in order for it to - - - in order to 5 have a valid subpoena that the provider has to respond to. 6 JUDGE RIVERA: I'm sorry, what is the rule that 7 you say is in (2), that that word "rule" refers to; what's the rule? 8 9 The rule is 3122(a)(2). MR. DIDORA: 10 referring - - -11 JUDGE RIVERA: I understand. What is the rule? 12 I'm asking. 13 MR. DIDORA: The rule is that when a subpoena is 14 15 - patient medical records, then the provider need not 16 respond to it unless the subpoena is accompanied by

served upon a medical provider, which requests patient - authorizations and the subpoena states, on its face in conspicuous type, that the provider need not respond unless the authorizations are provided.

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JUDGE RIVERA: Yeah, but that would mean the word "rule" is placed before you're actually describing the rule in that sentence. It seems to me an awkward placement of the word, whereas it would be much more natural to refer to this as "this section", if that's what you're doing.

MR. DIDORA: Well, if it refers to 3122 as



generally, the entirety of it, that doesn't really make 1 2 sense either because, for example, in 3122(a)(1), the 3 legislature specifically addressed subpoenas in the context 4 of a pending litigation. But in (a)(2) they use different 5 language. They didn't use, you know, a discovery - - -6 they didn't make reference to a discovery device. referred generally to subpoenas duces tecum which - - -7 8 JUDGE RIVERA: Yes, I understand but - - -9 MR. DIDORA: - - - is different than what they 10 did in 20 - - - in (a)(1). So if they - - -11 JUDGE RIVERA: Yeah, but in 3122(a)(1), they do 12 use the word "rule" to refer to another rule. And they do

JUDGE RIVERA: Yeah, but in 3122(a)(1), they do use the word "rule" to refer to another rule. And they do use the word "section" to refer to a section. So obviously - - and this was one paragraph. It does seem to me that the legislature does understand how to be much more express about referring to the rule that are external to rule 3122 when that's what they want to do.

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MR. DIDORA: Well, when they wanted to - -
JUDGE RIVERA: They don't otherwise - -
MR. DIDORA: When - - -

JUDGE RIVERA: They don't otherwise say what - - what you say they mean by "rule" here, which is sort of
within their own little subparagraph, any subparagraph,
refer to itself, right, sort of self-referential, and it
uses the word "rule". It doesn't really do that anywhere



1	else.
2	MR. DIDORA: But when they want to refer to a
3	specific statute, they do it specifically. They just
4	like they did in (a)(1), they said Rule 3120 or Section
5	3122.
6	JUDGE RIVERA: Yes, but I think you're making his
7	argument because that's why you only say "this rule"
8	because of course you're dealing with this particular rule
9	that it's a part of.
10	MR. DIDORA: I don't think I don't think
11	I'm making his
12	JUDGE RIVERA: As opposed to just the paragraph.
13	MR. DIDORA: his argument. It's it's
14	"rule" with a small "r"; it's not a capital "R".
15	CHIEF JUDGE DIFIORE: Thank you, counsel.
16	MR. DIDORA: Thank you.
17	(Court is adjourned)
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		CERTIFICATION
2		
3	I, S	harona Shapiro, certify that the foregoing
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8	of the proceed	ings.
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