1	COURT OF APPEALS
2	STATE OF NEW YORK
3	MATTER OF BOHLEN, et al.,
4	Respondents,
5	-against-
6	No. 6
7	DINAPOLI,
8	Appellant.
9	20 Eagle Stree Albany, New Yor January 8, 202
	Before:
L1	CHIEF JUDGE JANET DIFIORE ASSOCIATE JUDGE JENNY RIVERA
L2	ASSOCIATE JUDGE LESLIE E. STEIN ASSOCIATE JUDGE EUGENE M. FAHEY
L3	ASSOCIATE JUDGE MICHAEL J. GARCIA
L4	ASSOCIATE JUDGE ROWAN D. WILSON ASSOCIATE JUDGE PAUL FEINMAN
L5	
L6	Appearances:
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CHIEF JUDGE DIFIORE: Good morning, everyone.

The first appeal on this morning's calendar is number 6,
the Matter of Bohlen v. DiNapoli.

Counsel?

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MS. ROSENBLUTH: Good morning, Your Honors, and may it please the court. Sarah Rosenbluth for appellants. I'd like to reserve three minutes for rebuttal.

CHIEF JUDGE DIFIORE: You may.

MS. ROSENBLUTH: Section 431 of the retirement law codifies the longstanding public policy prohibiting the manipulation of members' pay so as to inflate their final average salary. That manipulation is exactly what happened here. There is more than substantial evidence that the payments at issue here, conceived of by one of the petitioners in this case, were expressly intended to guarantee a set level of pension benefits in retirement in order to mimic a statutory retirement incentive for which they were ineligible.

really the opposite of what the statute was aimed at? That is, the statute was - - - the legislative history seems to say that the statute was aimed at the practice of when somebody was about to retire, really boosting their pay substantially so that, when they retired six months later or a year later, which was the anticipated retirement date,



their pension would be artificially inflated. And here the opposite happened. That is, the additional payment was made to keep these people for a longer period of time, to delay their - - - their tenure - - - or extend their tenure, delay their retirement - -

MS. ROSENBLUTH: Sure.

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JUDGE WILSON: - - - to protect the agency in the wake of 9/11?

MS. ROSENBLUTH: So a couple points, Your Honor. First, the legislative history here, it's limited, but it displays an overriding concern with preventing manipulation and abuse. And it gave one example of how that might occur, which is, you know, stacking overtime in the final year leading up to retirement. But that is not an exhaustive list, and surely manipulation can occur in any number of ways.

And second, to your point that these payments were made to delay retirement, certainly there's a limited purpose in the record that we see of delaying petitioner's retirement by three weeks. But that's the important fact here to remember is that the agreement secured petitioner's commitment to remain in their roles for only three additional weeks.

JUDGE WILSON: I think it's five, but in any case, isn't that because of the expiration of the statutory



eligibility?

MS. ROSENBLUTH: Yes, I mean, it was designed to track that. But the - - - the text of the agreement says in consideration for your agreement not to retire during December of 2002. So if it was the overriding purpose to maintain a retention agreement - - -

JUDGE WILSON: So their pension benefit would have been approximately equivalent if they'd stayed three years; is that right?

MS. ROSENBLUTH: Yes. I mean, certainly to achieve the full level of parity, as they termed it, they would have had to stay for three years.

JUDGE WILSON: And if they left at five weeks, they really would have gotten virtually nothing in a way of a benefit?

MS. ROSENBLUTH: That's right, but I mean, certainly the explicit evidence is that it was designed to be - - achieve parity with the retirement incentive for which they were ineligible. And one of the petitioners in this case, Mr. Blanco, at page 199 of the record, wrote a letter to the retirement system where he deemed it - - he literally said it's inconceivable that anyone would sign a retention agreement to last just for three weeks. And he reiterated what was clear all along, that the payments were intended, quote, "to compensate me for the lost impact to

my final average salary under the incentive program".

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JUDGE STEIN: What is the significance of the absence of evidence that any of these employees were actually contemplating retirement at the time? Is there any significance to that?

MS. ROSENBLUTH: There is some, Your Honor, and I think that only underscores that the purpose was not truly to retain them. If it were the case that they all had their retirement days on the calendar, and the agency truly needed them to stay for any number of continued years, then there would have been a real need to draw up such a program to secure their retention. But the fact that they did not have retirement dates on the calendar only underscores the purpose here which was to manipulate the level of pension benefits in the future.

JUDGE FAHEY: Let me ask this. Did this

particular retirement - - - just so I'm sure everybody

understands, there have been a number of retirement

incentives that have taken place, this one in - - - in the

wake of the 9/11 disaster. The State was facing a

financial crisis, and so the retirement incentive was a way

to help deal with that financial crisis.

My understanding, though - - - I was on the payroll then, and that high-level administrative employees were not offered retirement incentives because those



positions were never going to be eliminated. Is that 1 2 generally the practice at the comptrollers - - - is that 3 correct? 4 MS. ROSENBLUTH: I think that's right; I'm not a 5 hundred percent sure. But certainly the - - -6 JUDGE FAHEY: The reason I ask is normally policy makers are not offered retirement incentives. 7 8 MS. ROSENBLUTH: Right. 9 JUDGE FAHEY: Judges don't get retirement 10 incentives, naturally, no matter what the State's financial 11 situation is. 12 MS. ROSENBLUTH: Right. 13 JUDGE FAHEY: If you're the administrative 14 director of an agency, they're not going to ever eliminate 15 that position, so there's no retirement incentives. 16 you're a laborer, and you're working in a particular 17 department and they're cutting down the department, they'll 18 give you a retirement incentive because the State saves 19 money, and that's the purpose of it, right? 20 MS. ROSENBLUTH: Yes. 2.1 JUDGE FAHEY: So here, those positions were 2.2 positions that would never be eliminated. 23 MS. ROSENBLUTH: Right, and the text of the 24 agreement itself says you are ineligible for this program, 25 and all of the petitioners were senior-level executives.

JUDGE FAHEY: Right, so they - - I understand that. And - - and they were also positions that the State needed.

MS. ROSENBLUTH: Correct.

JUDGE FAHEY: And particularly at this particular moment. Can something - - - can a payment be made to both delay retirement and to artificially inflate the petitioner's final average salary? I'm wondering if both of those things could be behind the purpose of this particular bonus that was given.

MS. ROSENBLUTH: Yes, that's definitely possible, and I think we do have somewhat of a mixed-motive case. But under the substantial-evidence standard, so long as there is evidence, a rational basis to support the conclusion that the compensation was paid in anticipation of retirement, the fact that there might have been a secondary purpose of retaining them - - and again, they secured the commitment to retain the petitioners for three weeks - - -

JUDGE FAHEY: I tend to agree with that, but one thing that disturbs me is the time period, how long it is before the comptroller acted here. Why is that?

MS. ROSENBLUTH: I don't have an answer as to exactly why - - - what changed - - - what changed here, but what I do know is that the comptroller is statutorily

obligated to correct errors pursuant to Retirement Law,

Section 111(c). And it's true that a certain number of

years elapsed between the first retirement and the

notification of the error, but the case law does confirm

our authority, and in fact obligation to seek recoupment

and correction of errors, when even a number of years have

elapsed, in order to protect the integrity of the system at

large.

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JUDGE FEINMAN: So is there anything that the Port Authority could have done differently so that the payments would actually be pensionable?

MS. ROSENBLUTH: I mean, if the intent was not to -- if it was a bona fide retention bonus then, yes, that would be pensionable. But the evidence here is that it was a parity benefit designed to reverse engineer a level of pension benefits.

And we see - - - I see my time is expired, if I could just finish my thought. We see, again, in the letter from Mr. Blanco, at page 199 of the record, there's a formula that's laid out. So instead of starting with, you know, a value of their - - your continued service, they started with a pension benefit and worked backwards to calculate the salary increase. So yes, if it were a bona fide retention bonus, without any reference or intent of tracking this retirement incentive, that would be

pensionable, yes.

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CHIEF JUDGE DIFIORE: Thank you, counsel.

MS. ROSENBLUTH: Thank you very much.

CHIEF JUDGE DIFIORE: Counsel?

MR. SZARY: Thank you. Good morning. May it please the court. My name is George Szary, and I represent the respondents. I'm here with counsel to the Port Authority, Steve Marinko.

Picking up on some of the comments of the court, it is important to look at the purpose behind Section 431.

JUDGE RIVERA: What about this last point that basically what happened is they were tracking their way back, so it really does establish that the intent is this type of pension benefit?

MR. SZARY: Well - - -

JUDGE RIVERA: Isn't she right about that?

MR. SZARY: I don't believe she is. There - - there's a difference between purpose and effect. The
purpose here - - - and there is no question that the
purpose here was to retain these critical employees at a
time of extreme need so that the Port Authority could
continue to do the very critical job that it has. Had they
wanted these people to simply have an elevated pension,
they simply could have let them participate in the 2002
incentive - - -

JUDGE FAHEY: But they really couldn't do that. 1 2 They're not going to eliminate their chief administrative 3 officer in the context of a retirement program. 4 doesn't make sense to me. 5 MR. SZARY: That is true, but these individuals 6 were all eligible to retire without penalty, and the record 7 is clear that they had - - -8 JUDGE FAHEY: Right, I - - -9 MR. SZARY: - - - extremely marketable skills. JUDGE FAHEY: No, I - - - totally true on both of 10 11 those points; you're absolutely right about that. I guess 12 the problem is, though, is that that doesn't mean you're 13 entitled to a retirement incentive. That means you're 14 entitled to retire with - - - with the benefits that - - -15 that the person has earned over that period of time. 16 I had thought that Mr. LaCapra recommended to Mr. 17 Seymour, who was the new executive director at that point, 18 "a compensation adjustment program that would achieve an 19 equivalent level of pension benefits for employees, 20 including himself, who would be exempt from the retirement 2.1 incentive". That's what - - - that's, I think, one of the 22 key pieces that we look at here. Do you want to address 23 that? 24 MR. SZARY: Sure.

Okay.

JUDGE FAHEY:

MR. SZARY: I mean, the idea is this was a pay raise to retain employees who were eligible to retire without penalty. They wanted also to make sure, and I think you see in Mr. Seymour's memo in the record, that to - - the purpose was to prevent retirement and avoid unfairness.

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The effect here of the pay raise, for whoever retained their positions for a period of time, would affect final average salary. That is just an effect, but it is not the purpose. And there is no - - - there is no reason - - - there is no evidence in the record to suggest that the primary purpose - - -

JUDGE RIVERA: Well, isn't that really the difficulty with your side, which is the standard, that it just has to be substantial evidence. And so if there is indeed perhaps some evidence that tilts in your favor, that is fine and dandy, but the point is is there's substantial evidence in the record. And that's the heart of her argument; there's enough for the board to have decided it this way even if there might have been some evidence that would have gone the other way.

MR. SZARY: Well, respectfully, I don't believe that that is correct. First of all, there may be conflicting evidence in the record, but there can be no room - - -

3 JUDGE RIVERA: As she said, she's conceding. She 4 says, well, it's - - - it could be seen as a mixed-motive 5 case, but as long as we have substantial evidence of the 6 motive that is relevant to this analysis - - -7 MR. SZARY: Well, substantial evidence is not 8 simply a drop of evidence. If the conclusion is irrational 9 and unreasonable, as we believe it is here, because you 10 cannot look at this record or the - - - the circumstances, 11 and say that the primary purpose of this program was to 12 manipulate fraudulently, which is really what Section - - -13 JUDGE RIVERA: But this is what I'm saying. What 14 if - - - what if we agreed with her that there might be 15 multiple purposes or at least two purposes? Does it really 16 have to be the primary purpose as long as there's another 17 purpose and there's substantial evidence of that other 18 purpose? 19 MR. SZARY: With all due respect, I think that's 20 a semantic argument. Substantial evidence means that there 21 is evidence whereby you can't rationally arrive at another conclusion. If you - -22 23 JUDGE FAHEY: No, I don't agree with that. 24 think that you can - - - substantial evidence means you can 25 rationally arrive at a conclusion. There may be other

JUDGE RIVERA: No, but as she says - - -

MR. SZARY: - - - for choice.

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rational conclusions that you could make, but it's not the only conclusion. That's not the way I understand the standard, specifically it's - - - substantial evidence has been characterized by this court as less than a preponderance of the evidence. So in my mind, you know, it's less than fifty percent, if we're weighing it mathematically. What about the issue of the recommendation for employees? The recommendation was made by officers that

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were including themselves in the recommendation. How do you think that affects the comptroller's analysis?

MR. SZARY: I don't think - - - I don't think it does because who else would be involved in the decisionmaking process? You have general counsel, you have the executive director. This is the hierarchy of the Port Authority.

JUDGE FAHEY: None of those positions have ever been eliminated.

I see.

MR. SZARY: They have not been eliminated. JUDGE FAHEY:

MR. SZARY: No, they have not been eliminated.

JUDGE STEIN: You seem to suggest that it has to be found that the primary purpose was to inflate their pensions, right, if there are two purposes. But where - -- where does that come from?



MR. SZARY: Well, I'm - - -

JUDGE STEIN: Isn't it enough if there is substantial evidence that a purpose was to inflate their pensions?

MR. SZARY: Not for purposes of Section 431, and I use the word "primary" because the analysis of the dissent here, which tracks the - - - the analysis of the - - of the State, is that the primary purpose was to, as barred by Section 431, increase final average salary.

And I - - - I don't think that is the case, and I'll give you an example. The - - - the comptroller's presented with a picture of a zebra to make a determination. The comptroller says, well, there are hooves, a tail, and a mane, and that is substantial evidence that this is a horse; therefore, this is a horse. That is irrational and unreasonable, and I submit that that is what they've done to the facts of this record.

Once again, the difference between purpose and effect. There is not - - - these were payments made in the bi-weekly salary payments of these employees for a period of up to ten years. And there is no case that the retirement system can cite to where payments like that were exempt. It simply - - -

JUDGE WILSON: The language of the statute is: "in anticipation of retirement".



MR. SZARY: Correct. JUDGE WILSON: So why is there not some substantial evidence that these payments were made in anticipation of retirement? MR. SZARY: Because this court's holding in Weingarten says that with respect to points (1), (2), and (3) of Section 431, one of which includes the - - - the "anticipation of retirement" language, that that means termination is imminent. That was not the case. JUDGE FAHEY: Yeah, that was a teacher case where we're talking about per-session compensation for summer school, right? It seems to be - - - and that was held to be nonexcludable. That seems to be a very different circumstance than what we have here.

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MR. SZARY: Well, factually, the circumstances are different, but the court held that, with respect to 431(3), that anticipation of retirement was geared towards termination which was imminent. Here we had people who worked up to ten years.

JUDGE STEIN: But wasn't that really dicta in that what they were really talking about was whether it was for work actually performed and - - and basically it - - it fell within that definition?

MR. SZARY: That's correct.

JUDGE STEIN: Okay.



MR. SZARY: And here we have work actually performed. This - - - here's another example. If - - - if the chief clerk of this court determines that he's going to retire, and the deputy clerk gets wind of it and sends a memo that says I would really like to get the clerk's job because it would - - - it would help my final average salary - - 
JUDGE STEIN: Well, but the - - 
MR. SZARY: - - - would the comptroller be able to exempt the raise that the deputy clerk gets if he gets the position? No, I don't think that that's the case.

Once again, it's purpose and effect. Here we have to look

JUDGE STEIN: But here they weren't - - - they weren't being given an increased salary to do some additional work or have additional responsibility. So I - - I don't see those as - - - as being comparable.

MR. SZARY: Well, they were given an incentive so that they would remain, so that there was some consideration on their part, and they did - - - we do have these agreements that the court of the - - - the Appellate Division focused on, that they signed. There was consideration going each way.

JUDGE STEIN: So my understanding is that I assume that they - - - they couldn't, under whatever the



rules for - - - for salary were, they weren't able to just 1 2 say, you know, you've - - - you're really important here 3 and - - - and you do great work, and we really need you, 4 and so we're going to raise you to the next grade level, or 5 whatever that may be, or - - or just give you more within 6 your grade level. I don't - - - you know, I don't know how 7 all that works. They could have said that, but they didn't 8 say that. They said, well, let's see what your retirement 9 would have been if you had taken this incentive, and then 10 we'll back into it and - - - and just give you more money for that to help to get you there. 11 12 MR. SZARY: Judge Stein, that's simply another 13 method of calculating a raise. 14 JUDGE FAHEY: There's a - - -15 MR. SZARY: Whatever benchmark you use, it has 16

the effect - - -

JUDGE FAHEY: There's a Third Department case that seems to be very similar to this case. It's People -- - it's Thompson v. New York State Retirement - - - you're familiar with it?

MR. SZARY: Yes.

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JUDGE FAHEY: How would you distinguish it?

MR. SZARY: The Thompson case?

JUDGE FAHEY: Yeah.

I think - - - we distinguished it in



1 our brief, Your Honor. I think that there was a - - -2 there was already a - - - there was counsel's opinion in 3 that situation, and there was also a - - - a city 4 regulation that - - - that came to bear on that, and so 5 that that was distinguishable. We discuss it at page 28 of 6 our brief, and - - -JUDGE FAHEY: I'll go back and look at it. 7 8 MR. SZARY: Sure. 9 JUDGE FAHEY: One final point. I quess your time 10 is just about up. The decision refers to "eventual 11 retirement". The phrase is used "eventual retirement". Is 12 there any temporal limitation in the statute as to the way 13 that this should be applied, in other words, immediate 14 versus eventual? 15 MR. SZARY: Well, I think if we look at the 16 issues of statutory construction, words have meaning. 17 can't simply - - - I think that we can all agree that 18 saying "anticipation of eventual retirement" is very 19 different from "in anticipation of retirement". 20 JUDGE FAHEY: That's why I'm asking you the 21 question - - -2.2 MR. SZARY: Yes. 23 JUDGE FAHEY: - - - in fairness to you.

another flaw in the retirement system's analysis and what

MR. SZARY: And I - - - and I think that that's

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they did, because the cases clearly show, in those situations where we're dealing with 431(3), people who were about to retire - - -

JUDGE FAHEY: Um-hum.

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MR. SZARY: Right? And so they gave them a lumpsum payment, or they took steps to take something that they
otherwise knew would be unpensionable, that would have been
a lump sum, and spread it out over time, this is clearly
the only purpose was to manipulate. Here the primary
purpose was to retain these critical employees and to keep
them - - to use Mr. Seymour's language, to avoid
unfairness, they gave him a raise. The benchmark for the
raise was something that would have roughly given them a
parity in pension benefits had they stayed three years. It
wasn't required and it wasn't - - you know, as I say,
they could have done a better job by just simply letting
them retire.

The other thing was the fairness issue, because if these people look at themselves and they're - - - they're disgruntled, they had a very marketable skill set. They could have retired, gotten more money, taken their pension, because they were - - they were eligible to - - to retire without penalty, and done much better.

JUDGE STEIN: Well, they still could have done that in January of the following year, so - - -



1	MR. SZARY: They could have, but the Port
2	Authority had taken
3	JUDGE RIVERA: And there are other reasons why
4	people would have stayed in this particular job.
5	MR. SZARY: Excuse me?
6	JUDGE RIVERA: There are other reasons why they
7	would have stayed in this particular position
8	MR. SZARY: Certainly.
9	JUDGE RIVERA: and certainly for a period of
10	time.
11	MR. SZARY: Certainly.
12	JUDGE RIVERA: And we can understand, post-9/11,
13	why someone might feel
14	MR. SZARY: That is
15	JUDGE RIVERA: a particular national
16	obligation to
17	MR. SZARY: That is absolutely true.
18	JUDGE RIVERA: to stay and work
19	MR. SZARY: That is absolutely true.
20	JUDGE RIVERA: to rebuild.
21	CHIEF JUDGE DIFIORE: Thank you, counsel.
22	MR. SZARY: Thank you, Your Honor.
23	CHIEF JUDGE DIFIORE: Counsel, how are these
24	longevity payments different from run-of-the-mill raises,
25	in terms of being calculated that are calculated into



the final average salary?

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MS. ROSENBLUTH: Sure. A run-of-the-mill raise is made for any number of reasons, usually, for example, to reflect, you know, positive performance, increased skill, experience, to reflect cost-of-living adjustments, inflation, and so forth. And they have only an incidental effect on pension. Here it's not - - - it's not - - - there's - - - the purpose is not simply to reward petitioners for their positive performance. The purpose here is to generate an explicit level of pension benefits in the future.

And that brings me to one of the points I wanted to address in Mr. Szary's argument. He drew this distinction between purpose and effect. And - - - and I think if you have only an incidental effect on pension, that is going to be included in your final average salary. That's not what we have here. It's not merely incidental; it is by design. So that's the first point I wanted to make.

There's two remaining points, if I may. One is this distinction between bi-weekly payments and lump sums. The statute does not purport to limit the exclusion only to that compensation that's paid in this specific manner. And we have substantial evidence here that there was manipulation of paychecks, on a biweekly basis, which is no

less salient than a one-time manipulation.

And my - - - my adversary mentioned that there's no cases similar to this, but I think the Davies case from the Third Department is on point, that we cite in our brief, where a - - - essentially, a salary increase was given to reflect the value of unused vacation time, which is excludable under subsection (1) of 431. And the Third Department rejected the argument that the exclusion was not triggered simply because there was no lump-sum payment. So I think that's responsive there.

And finally, with respect - - - with respect to the point of eventual retirement, payments made in anticipation of the eventual retirement are still made in anticipation of retirement, and the statute does not purport to - - - to limit the exclusion in that way. There are no temporal limitations whatsoever. And the - - - the effect on the retirement, the fiscal integrity of the retirement system as a whole, is the same whether the manipulation occurs one year or ten years prior to retirement.

Thank you, Your Honors.

CHIEF JUDGE DIFIORE: Thank you, counsel.

(Court is adjourned)

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CERTIFICATION I, Sharona Shapiro, certify that the foregoing transcript of proceedings in the Court of Appeals of Matter of Bohlen v DiNapoli, No. 6, was prepared using the required transcription equipment and is a true and accurate record of the proceedings. Shanna Shaphe Signature: Agency Name: eScribers Address of Agency: 352 Seventh Avenue Suite 604 New York, NY 10001 January 14, 2020 Date: 

